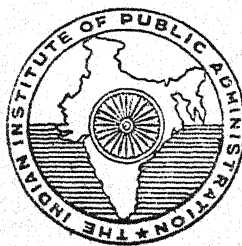
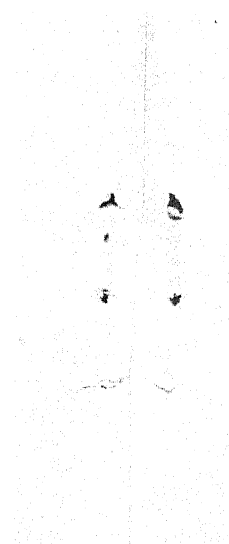


**THE STUDY OF PUBLIC ADMINISTRATION**  
**AT**  
**INDIAN UNIVERSITIES**

**PROCEEDINGS OF A SEMINAR**  
**HELD ON**  
**MAY 11-12, 1956**



**INDIAN INSTITUTE OF PUBLIC ADMINISTRATION**  
**6, BHAGWANDAS ROAD**  
**NEW DELHI-1**



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## P R E F A C E

The study of public administration in Indian universities goes back to the mid-thirties; till then 'Constitution' were the main emphasis in the courses prescribed for studies. More recently, with the attainment of political independence and the enormous extension of the functions of the State in economic and social matters, the study of administrative sciences in our country has assumed a new significance. Even then, the study began with the legal and anatomical aspects of the administration; but the complexity and variety of administrative tasks in a developing economy like India's necessitate a shift in the emphasis in favour of practical and functional problems. Thus, instruction in public administration at Indian universities is, at present, insufficiently oriented towards any specific aims and objects. Also, the courses vary considerably in content and depth. Nor is the existing study material adequate in volume and scope for a proper understanding of the working of government operations.

Realising the importance of university studies in the field, this Institute convened a Seminar on the " Study and Teaching of Public Administration " at New Delhi on the 11th and 12th May, 1956. The main object of the Seminar was to bring together University teachers of the subject and to stimulate creative thinking on the study of public administration in general and on its aims, contents and methods in particular. Mr. Paul H. Appleby, who was fortunately at that time in India, attended and addressed the Seminar by special



request.

Invitation to participate in the Seminar was extended to all universities, and 15 of them sent delegates. The discussions at the Seminar, though, naturally, not conclusive, were highly useful and interesting. The Seminar was the first of its kind in India and such seminars are expected to become a regular feature of the activities of the Institute.

Three working papers were placed before the Seminar for purposes of discussion. Various points raised in these papers were summarised in the form a statement entitled, " Points for Discussion ". Papers 1 and 3 were prepared by the then Director, Shri S.B. Bapat, with the special assistance of Mr. Paul H. Appleby. For paper No. 2 the Institute is indebted to its founder Director Prof. D.G. Karve.

V.K.N. MENON  
DIRECTOR

New Delhi,  
July 18, 1957.



THE SCHEDULE OF MEETINGS

May 11, 1956

10 A.M. - 1 P.M.

(1) Welcome Address by

Shri Gurmukh Nihal Singh  
Chief Minister, Delhi  
State, and Vice-President  
of the Institute.

(2) Opening Remarks by

Shri S.B. Bapat, Director

(3) Business session:

" Objectives "

3 P.M. -

Business session:

"Courses and their content"

6 P.M.

- At Home -

May 12, 1956.

10 A.M. - 1 P.M.

Business session:

"Teaching Staff, Methods  
and Materials"

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Place of Meetings : Seminar Hall, Sapru House, New Delhi.



LIST OF PARTICIPANTS

(A) Delegates from Universities

- |     |          |                        |   |
|-----|----------|------------------------|---|
| 1.  | Aligarh  | Shri C.M.Sultan        | Reader in Political Science, Aligarh University, Aligarh.                                   |
| 2.  | Baroda   | Shri Shantilal Kothari | Lecturer in Politics, The Maharaja Sayaji Rao University, Baroda.                           |
| 3.  | Bihar    | Dr. L.P.Sinha          | Prof. of Political Science, Ranchi College, Ranchi.   |
| 4.  | Delhi    | Dr. Bisheswar Prasad   | Dean, Faculty of Arts, University of Delhi, Delhi.  |
| 5.  | -do-     | Dr. C.J. Chacko        | Head of the Department of Political Science, University of Delhi, Delhi.                    |
| 6.  | -do-     | Mrs. Usha Dar          | Lecturer in Economic Administration, Delhi School of Economics, Delhi-8.                    |
| 7.  | -do-     | Shri A. Das Gupta      | Professor in Business Administration, Delhi School of Economics, Delhi-8.                   |
| 8.  | Karnatak | Shri S.S.Wodeyar       | Assistant Registrar, Karnatak University, Dharwar.  |
| 9.  | Lucknow  | Dr. R.B.Das            | Lecturer in Political Science, Lucknow University, Lucknow.                                 |
| 10. | -do-     | Dr. P.N.Masaldan       | Reader in Political Science, Lucknow University, Lucknow.                                   |
| 11. | Madras   | Prof. R.Bhaskaran      | Head of the Department of Politics and Public Administration, University of Madras, Madras. |
| 12. | Mysore   | Dr. K.B.Y.Thotappa     | Professor of Political Science, Maharaja's College, Mysore                                  |

13.	Mysore	Shri K.N. Cheluvaraju	Assistant Professor of Public Administration, University of Mysore, Mysore.
14.	Nagpur	Dr. M.P. Sharma	Head of the University, Department of Public Administration and Local Government, Nagpur University, Nagpur.
15.	Osmania	Shri P.V. Rajagopal	Head of the Department of Public Administration, Osmania University, Hyderabad-Dn.
16.	Patna	Shri V.K.N. Menon	University Professor of Politics and Director Institute of Public Administration, Patna University, Patna.
17.	Poona	Prof. S.V. Kogekar	Professor and Head of the Department of Economics and Politics, Fergusson College, Poona.
18.	- do -	Shri Sri Ram Sharma	Director, Institute of Public Administration, Sholapur, and Principal, Dayanand College, Sholapur.
19.	Punjab	Shri K.S. Narang	Dy. Registrar, Punjab University, Solan.
20.	- do -	Shri A.R. Tyagi	Head of the Department of Political Science, Lyallpur Khalsa College, Jullundar.
21.	Rajputana	Shri M.V. Mathur	Professor, Head of the Dept. of Economics, Rajputana University, Jaipur.
22.	Utkal	Shri S.C. Dash	Lecturer in Economics, Ravenshaw College, Cuttack.



(B) Observers from Universities

- |    |        |                   |  |
|----|--------|-------------------|--|
| 1. | Delhi  | Shri N.N. Agarwal | Lecturer in Political Science, Hindu College, Delhi.         |
| 2. | Delhi  | Dr. R.N. Mathur   | Khalsa College, Delhi.                                       |
| 3. | Delhi  | Shri S. Paul      | Lecturer in Political Science, Delhi College, Delhi.         |
| 4. | Delhi. | Dr. Harnam Singh  | Department of Political Science, University of Delhi, Delhi. |

(C) Members of the Executive Council of the Institute

- |    |                           |   |
|----|---------------------------|---|
| 1. | Shri S.B.Bapat, I.C.S.    | Director, Indian Institute of Public Administration, New Delhi; Joint Secretary, Ministry of Home Affairs; Director, O & M Division, Cabinet Secretariat. |
| 2. | Shri Din Diyal            | Principal, M.B. Higher Secondary School, New Delhi.   |
| 3. | Dr. Seeta Parmanand,      | Member, Rajya Sabha, New Delhi.   |
| 4. | Shri K.N.V. Sastri,       | Retired Professor of History, No.9, Jaya Mahal Road, Hebbal, Bangalore-9.   |
| 5. | Shri Gurmukh Nihal Singh, | Chief Minister, Delhi State, Delhi.   |
| 6. | Gen. J.M.Shrinagesh,      | Chief of the Army Staff, New Delhi.   |

(D) Others

- |    |                        |  |
|----|------------------------|--|
| 1. | Shri S.S. Khera, ICS,  | Secretary to the Government of India, Ministry of Production, Delhi. |
| 2. | Shri A.D. Pandit, ICS, | Chief Commissioner, Delhi.   |

(E) Special Invitee

- |                      |   |
|----------------------|---|
| Mr. Paul H. Appleby, | Director, Bureau of Budget, New York State, Albany (N.Y.) |
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•  
WORKING PAPERS

- |             |  |
|-------------|--|
| Paper No. 1 | The Aims and Objects of the<br>Study of Public Administration      |
| Paper No. 2 | The Gradation of Studies<br>in Public Administration               |
| Paper No. 3 | Public Administration Courses in<br>Indian Universities - A Survey |



PAPER No. 1

THE AIMS AND OBJECTS OF THE STUDY OF PUBLIC ADMINISTRATION

1. The Ultimate Object

With the growth and development of democratic institutions and with the recent increase in and the expansion of State activities to many new and varied fields, the study of Public Administration in India has assumed a new significance. On the whole, however, the subject has not received in the Indian Universities the recognition it deserves.

The study of Public Administration can be highly fruitful in providing intellectual equipment to help in the understanding and interpretation of, and in varying degree and manner, participation in the administration of the country's affairs. Administration as an art can be learnt only through years of practical experience; but "It has been demonstrated, in respect of administration as in many other fields, that education in the body of knowledge already available can make one more adept in the practice of the art and can shorten the road to the goal of competency".

2. Trends in the Study of Public Administration.

For a realistic discussion of the immediate aims of the study of Public Administration at the University level, it is necessary briefly to review the various basic approaches to the study of Public Administration followed in the past. The study originally began and ended as a small part of the broader study of Political Science. The emphasis, to start with, was, therefore, on legal and constitutional aspects of administration - on the

skeleton, not on the full-bodied, active, living reality. The skeletal view reinforced the earlier superficial assumption that the basic functions of Government were separate and distinct rather than highly subtle and interacting. The skull represented the political policy makers, the other parts neutral and automatic vehicles of response and execution. In this view administration actually required no study beyond the point of formulating constitutions, laws, orders and rules.

The academic approach was first modified by the "scientific management" movement which, still assuming the dichotomy between policy and execution, turned attention to techniques of execution under the limited criteria of "economy and efficiency". Work flow studies, time and motion studies and similar efforts resulted in new emphasis on and new approaches to consideration of organisational structures and procedures as well as to manual skills.

However, with the increase in the complexity of government functions and with the advance in sciences like Sociology, Social Psychology, Cultural Anthropology and Philosophy which concerned themselves increasingly with patterns, thoughts, attitude and behaviour of human beings in social situations, the isolation between politics and administration could no longer be asserted, nor could the hypothesis that Public Administration is a body of laws like any other physical science. Increasingly it was recognized that the persons engaged in "executing policy" always have had and inevitably would and should have policy-making character, even though a subordinate

one. More and more attention was directed to the fact that while the constitutions of different countries might be very similar, the governments and the processes of governance varied widely among them. Similarly it was noted that essentially identical laws were variously executed. It was more and more emphasised that the executors of policy were human beings, with varying backgrounds, ideas, understanding and personality traits, that they do and should make positive contributions to the formulation and development of policy; that orders and rules always must be interpreted in the course of application; and that policy emerges fully only in the course of administration. Attention began to turn to the disadvantages of - even the impossibility of - strictly literal administration. The dictum was enunciated that " the best way to ruin your boss is to do exactly what he tells you to do ".

Somewhat similarly, the confinement of the idea of efficiency to physical dexterity and per-man-hour costs was challenged. Urgency of need was seen to justify "waste". Concern for human and cultural values came to be recognized as properly modifying concern for impersonal and simple financial efficiency.

The recognition that Public Administration as a process permeated by political and social values has made possible a pragmatic study of Public Administration, i.e. administration as it is and not as it ought to be or as it had been thought to be. The scientific character of the study of Public Administration has thus to a degree reasserted itself. Public Administration is now conceived as an organized, dynamic study to be undertaken not in

conceived as an organized, dynamic study to be undertaken not in isolation from but in penetration of the complex administrative reality. In this study utilisation of the insights of other social studies is necessary and fruitful.

3. Immediate Aims of the Study of Public Administration.

(1) The study of Public Administration at the Universities may be of two types: (1) 'General Study' as a part of B.A. and Intermediate curriculum, and (2) 'Professional' Study at the post-graduate level. Assuming a prior or concurrent general study of government, the aim of the former is to develop in students an appreciation of the role of administration in modern society and thus to facilitate co-operation and understanding between the administration and the future citizens. The immediate aim of the Professional Study is to enable students to prepare for careers or advancement in the Public Service, in municipal and parliamentary activities and other related employments.

(2) It may be useful to take note here of how the immediate objects of instruction in Public Administration given at important American Universities, such as Syracuse, Harvard, Chicago, Cornell, Michigan and New York, have been variously described by the authorities concerned.

The University of Chicago provides a typical example of the teaching of Public Administration in the traditional manner. The "Announcements" of the University concerning the relevant Graduate Programme states as follows:



" Instruction in the field of public administration is conceived as an integral part of the subject-matter of political science, ultimately related to broad questions of theory and at many points closely affected by the play of political forces and by the requirements of law. The field is dealt with as an organized body of practice common to all levels of government and to the operation of international bodies. The inner nature of its operations is illuminated by the study of psychology, sociology, and group dynamics. The external consequences of its operations are to be observed in the services offered to citizens and the controls imposed upon them in accordance with public policy."

"...the central interest of the department is graduate instruction of a systematic and comparative order, and research. A basic one-year sequence, organized around the three themes of organization and management, personnel and control, familiarizes the student with the literature and the principal problems in the field. More specialized interests can be pursued in such areas as the history of administration, organizational theory, and the administrative problems of business regulation and public enterprise."

At the Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University - the first of its kind to give specialized instruction in Public Administration - the object of the

study is to "provide a general acquaintance with public administration in the political environment of a democratic structure". "Due attention is given to technical courses designed to help those who complete one of the programmes to enter the public service at a junior professional level. What is sought is a combination of "know-how training, which will prove immediately useful, and a broad grasp of fundamental problems which will maximize opportunities for growth in later years". While it does not neglect the study of the policy aspects of public administration, the Maxwell programme lays "practical managerial emphasis upon tools of administration".

At the Harvard School of Public Administration, on the other hand, emphasis is mainly on policy and decision-making. 'The School has favoured from the beginning a broad rather than a narrow definition of public administration, embracing public policy formulation as well as execution, and a curriculum adjusted to the needs of the individual student rather than fixed requirements'. 'A primary objective of the School is to bring together students of real intellectual promise in an atmosphere conducive to a better understanding of public policy and administration'. The study at the Harvard school is mainly carried out through research, seminars and two courses on "Economic Analysis and Public Policy" and "Government Administration and Public Policy".

The Programme at the School of Business and Public Administration at Cornell University, Ithaca, is designed to attempt a synthesis of Business and Public Administration. The object of the study is to "train men and women for professional careers in

private business and the public service" and the study programme is built upon the theory that business and public administration are closely related and should be taught under one roof. The programme has three basic elements: (1) instruction in "Universals of the Administrative Process", (2) 'supplementary' instruction for those whose primary training may be in any of the technical and professional fields, and (3) instruction in "Instrumental techniques of control for the improvement of decision-making and policy formulation". To the latter end, each student is expected to develop "a more specialized body of knowledge in a selected field of concentration". These fields include agricultural management, city management, federal administration, international administration, public finance administration, public personnel management, transportation, etc.

The graduate programme at the Institute of Public Administration, University of Michigan

"is conceived as a training course for administrative generalists. The positions which graduates are likely to fill are those which involve staff assistance to key administrators, administrative research and procedures analysis, or personnel and fiscal management. All of these positions require that a career man have a broad general background for the job".

At the Graduate School of Public Administration and Social Service New York University, the public administration curriculum is 'intended to give the student a broad comprehension of the substantive content of public policy as well as of the techniques and tools

that facilitate its efficient administration'. The study programme is designed.

" to meet the needs of the following groups of students:  
college graduates wishing to prepare themselves for entrance into the general administrative services of government,  
college graduates now in the civil service wishing a broader training as a means for advancement to higher administrative positions, college graduates in private business whose work entails close continuing relationship with government agencies and who wish therefore wider knowledge of the governmental administrative system, students in other graduate divisions of the University preparing themselves for entrance into the technical or scientific services of the government and wishing to round out their specialization with courses in general public administration".

#### 4. Aims and Objects of the Study of Public Administration at Indian Universities.

No system of administration can be conceived apart from the culture of the society in which it operates. "Administration is part of the culture complex; and it not only is acted upon, but acts". While, therefore, those engaging in the study of Public Administration in India must see what is done and how it is done in that field in other countries in the West and in the East, they must, in doing so, pay due attention to the cultural circumstances in each of such countries; and similarly, when studying the problems of Public

Administration in India, they must take into account all factors relating to our social and democratic values and our requirements of economic development. In brief, what is needed as a contribution from Indian Universities is an "integrated" study of Public Administration in its totality with special emphasis on Indian needs and possibilities.

In the light of such a broader perspective the immediate objects of the study in Indian Universities would have to be suitably formulated. This is one of the important matters to which the Seminar will have to address itself.



PAPER No. 2

THE GRADATION OF STUDIES IN  
PUBLIC ADMINISTRATION \*

In one shape or another the study of the principles and methods of public administration becomes relevant in at least three branches of Social Studies. These are: Politics, Civics, and Public Administration. It is really not feasible to study any one of these subjects without drawing in the remaining two to some extent. But the main content of these subjects are easily distinguished from one another. Whereas Politics would be dealing primarily with the nature of the State, the basis of authority, the forms of organisation and distribution of powers, Civics would concentrate mostly on the behaviouristic norms and modes appropriate to citizens in particular forms of political organization. The background of political organization and the norms of civic conduct have no doubt to be taken account of in a study of the structure and operation of administrative organs. But the principal interest of Public Administration is with (1) the appropriate agencies for giving effect to the purposes of government in a given form of political organization, and (2) the problems of efficient functioning of these so that the rights as well as the duties of citizens should find an adequate fulfilment within the limits of the political organization. In a special sense, therefore, the study of Public Administration is more a practical and an operative study as distinguished from the higher philosophy of Politics and the social morality of Civics. While

\* Prepared by Prof. D.G. Karve

considering the place of Public Administration in the scheme of academic studies this differentiation of the scope of the three allied studies of politics, civics and administration should be kept in view.

2           The study of Public Administration as a special discipline or profession belongs to a higher stage of instruction. It will have to be provided for in the shape of special academic courses at universities and of higher professional training and problem research at institutions like the School of Public Administration of the Indian Institute of Public Administration. Some universities already have separate departments of Public Administration, and in several more the subject of Public Administration forms part of the curriculum in the scheme of graduate and post-graduate studies in Politics. In view of the intrinsic importance of the subject of Public Administration as a social science study, as also of its bearing on the proper working of the institutional machinery set up in the country to give effect to the purposes of the constitution, it is desirable that the extent, the level and content of the studies prescribed at different stages of instruction should conform to the required standard.

3           To start with an attempt may be made to define the scope of Public Administration studies at the university stage. There are several forms that such courses may take. It is possible that we may expect every student at the university to undergo some training in public administration before obtaining a degree. Obviously, the appropriate stage for such a general and compulsory training will



be the under-graduate level. In the past there has been a wide acceptance of the view that such a study should form part of the compulsory study of students on the Arts and commerce sides.

Both the science and other technical faculties are as a rule to be exempted from this study. Recently, some reaction against this extreme isolation of the science and technical courses from humanities and social studies is noticeable. It will, therefore, be in the fitness of things to suggest that at the first university examination, after the university entrance examination, a composite paper in " The Theory and Practice of State Organization and Public Administration in India " should be prescribed.

4. For this paper, theories of republican government, of parliamentary rule, of federalism, of a mixed economy and of planning should be included in non-technical but academically correct forms. The study of the constitution, of institutions of government, of the organization of public business, and of the working of statutory bodies charged with public responsibilities should be included in this course. The appropriate methods of public participation at all stages should also be included. Every person passing through a university will thus have a firm grasp of the theory, organization and functioning of the Indian democracy at all stages of its operation. For culture as well as for citizenship this will be a great asset. While the process of bringing about such a major change in university courses is bound to be difficult and gradual the principle and the goal should be approved without delay.

5           A really academic study of Public Administration at the graduate stage should be taken up in conjunction with a serious study of Political Science as in the Honours course. Where the graduate degree is in Politics with four or more papers, it is possible to devote two papers to the study of public administration: (1) Theory, general principles and systems; and (2) Indian Public Administration. Here Public Administration will be interpreted to mean those organizations which are intended to give effect to the purpose of the governing authorities set up by the Constitution. These latter will be covered mostly in the Politics courses. But the instrumentalities of national, state and local governments will be taken up specifically in the Public Administration Course.

6           For the Post-graduate stage, where a degree is conferred by thesis it is clear that the study of the selected topic should be marked by a deep knowledge of the theory behind it, a wide acquaintance with facts, specific and comparative, an insight into the practical and ideological significance of practices, and a critical and constructive judgement. Where the degree is conferred as the result of a written examination, besides theory, foreign and Indian practice and the special study of one of the several important aspects of public administration, e.g. public corporations, local government, etc., should be prescribed. In some universities, e.g., Delhi a post-graduate diploma course in Public Administration is specifically set apart for economic administration. It should be legitimate to expect that in these

courses a study of the administrative arrangements made for discharging the several economic functions of the state should occupy an important position. More and more as material on case studies properly selected and edited becomes available these studies in University departments will tend to be more and more realistic.

7 In States where there are Intermediate Colleges, the proposals for a compulsory study of Public Administration will apply to their final examination. For the most part, however, the University stage is clearly marked from the High School or Secondary stage. The University graduates will be the nucleus of the future intelligentsia. Most of the leaders of thought, holders of important official positions, and non-official spokesmen will come from them. Hence it is desirable that all of them should have a basic grounding in the theory and practice of democratic administration, and that such among them as show a special aptitude should get opportunities to undertake higher studies in the subject. For the larger mass of young persons who terminate their education at the High School stage a more modest and practical approach would be necessary.

8 Even here it is desirable to concentrate on two stages; the middle and high. At about the end of seven years from the commencement of primary education a stage is reached which, it is expected, will soon be universal. At this stage a knowledge of public administration stemming from the practical needs as

experienced in the mofussil and working upwards in a pyramid fashion to the highest centres would be an appropriate subject of study. Whether it is in the last year of the High School, or in third year of the Secondary School such a subject should be prescribed at this eventually the most basic stage of instruction. If this is done along side of the efforts being made to implement the policy of compulsory primary education and to raise its standard, basic training in public administration will be more or less universal. It would, perhaps, be natural to integrate the essential features of a civics study with this subject at this stage.

8       At the school leaving certificate stage some of the theoretical implications of democratic administration, and especially the part that people's participation has to play in it, can be appropriately included in the wider subject of social studies that is now prescribed by many boards. The district-level leadership as also many of the employees of public offices will at that level tend to have a predominantly high school education. Hence a somewhat self-contained course in theory and practice of public administration against the background of broader civic and historical studies can with advantage be prescribed for them. As the High School alumni would have gone through both the middle and the High School stages of instruction in Public Administration they will have an adequate background to serve them in any capacity in which they may normally be called upon to play an active part.

10 As for the other classes of training, e.g., basic, primary, etc., the inclusion of a separate subject of public administration is inappropriate and unnecessary. In their normal course of instruction by way of appropriate activity and reading enough opportunity exists to make them aware of those parts of public administration which are likely to be relevant to their interest and experience.

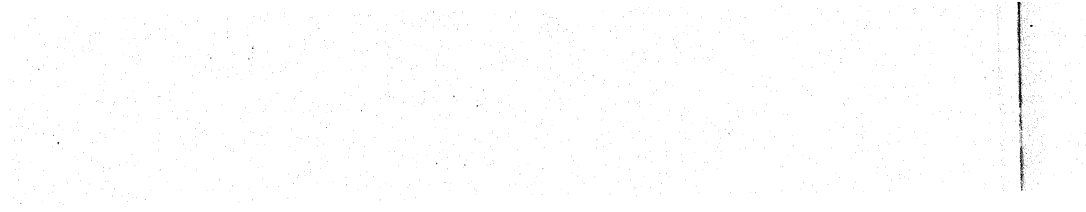
11 Once the gradation of studies in Public Administration from the primary to the post-graduate stages is thus made clear a specific syllabus should be prepared for each of these. These syllabuses would be finalized after full consideration of their propriety to be included in a particular curriculum, and also as a part of a progressive series culminating at the highest university and professional levels.

12 Once the syllabi are fixed, the location, selection and preparation of appropriate teaching material must commence. Such of the items as are bound to figure in any scheme of instruction in Public Administration can be taken in hand immediately. For the rest a phased programme of preparation of material and introduction of courses must be adopted. Along side of the preparation of teaching material, or following close on its heels, a programme of teaching the teachers themselves must start. A specially designed course will be needed for the top-level teachers. But for the others, short courses at training institutions run by specially selected instructors will suffice.

13           The necessary initiative for instituting integrated courses in Public Administration in the pre-university stages of education must naturally come from the state departments of education. They may receive expert assistance from their university staff, many of whom in their individual as well as institutional capacities are now closely associated with the Institute of Public Administration. As this orientation would not entail much of a structural change in the organization of primary and secondary course of study no question of considerable addition to expenditure need arise. For getting suitable books written and for organizing courses of training for the teachers themselves specific plans will have to be made. Besides the personnel and financial resources available to the stages themselves for the purpose, the technical resources available to the Indian Institute of Public Administration and suitable financial assistance from the Union Ministry of Education should be forthcoming.

14           The universities will need more substantial assistance to enable them to reconstruct and strengthen their courses in public administration. The effort involved in reviewing the position and making detailed schemes of organization will mainly come from the staff of Universities themselves. It would, however, be an advantage to have an exchange of ideas on an inter-university level, so that all may benefit from the experience and knowledge of each. The Indian Institute of Public Administration would have much to contribute to such a discussion.

Any scheme of reorganization and development is bound to create needs for further expenditure on staff, training and equipment. While States may do their best to find funds for these schemes, it is obvious that unless funds are made available, at least for the initial strengthening, by the Union Government the extent of progress would be very limited. In view of the basic national and cultural importance of promoting and objective and creative study of the organization of democratic agencies among university scholars such expenditure would be fully justified. While on the one hand the Union Government has been actively associating itself with the establishment of an all-India non official Institute of Public Administration for promoting higher research in practical administrative problems, it is in the fitness of things that educationists at all levels should re-organize and strengthen the study of public administration. In fact as the two move forward, there will be more and more of mutual co-operation among them.





PAPER NO. 3

PUBLIC ADMINISTRATION COURSES IN INDIAN  
UNIVERSITIES -- A SURVEY

(I) The Place Assigned to Public Administration as  
a subject in the Degree and Post-Graduate Examination

The study of Public Administration at Indian Universities is still in the early stage of development. At the Intermediate and the Degree level, Public Administration is not taught as a separate subject or paper but is only touched upon as part of the study of Political Science. The main emphasis in this study is on how executive government is organised and how it functions in a general way, with little bearing on actual administration. Recently some universities have begun to emphasise the study of Public Administration at the level of the B.A. degree. At the Punjab University, beginning with September, 1956, public administration constitutes one full paper as a part of the subject of " Sociology and Public Administration ". At the Universities of Baroda and Mysore it is taught as a full paper under the subject of Political Science. Some universities, like Delhi, have Public Administration as one of the papers for B.A. Honours course in Political Science.

At the Post-Graduate level, the Nagpur University alone has instituted a special, independent course of instruction for Master's Degree in Public Administration. The Lucknow University proposes to commence a similar course in the near

future. Some optional papers in public administration form a part of the curriculum for LL.M. degree for the last 3 years. The Universities of Lucknow, Madras, and Patna have established Diploma courses in Public Administration. The Nagpur University also offers a course for a Diploma in Local Self-Government and the Delhi University for a Diploma in Economic Administration. The Sydenham College of Commerce and Economics of the Bombay University has recently started a Diploma course in Public and Business Administration. Most of the other Universities have made provision only for one paper, usually optional, on Public Administration as a part of the curriculum for the M.A. degree in Political Science. These include the Universities of Agra, Banaras, Bombay, Gujarat, Lucknow, Mysore, Nagpur, Patna, Punjab, Rajputana and Sagar. The University of Allahabad has provided for two papers, one on 'Principles of Administration' and the other on 'Administrative System of India'. The Political Science curricula at the Calcutta and Rajputana Universities also include two papers on the subject on 'Public Administration and 'Local Self Government'. At the Rajputana University public and economic administration cover three optional papers for the M.A. course in Economics.

(II) Nature and Content of the Courses Available in India

The syllabi prescribed for the Master's Degree in Public Administration at the Nagpur University and for the Diploma courses at Patna, Lucknow, Madras, Delhi, etc., are summarised in Appendix I.

(III) Comments

The following criticisms are frequently offered in regard to the teaching now available in India:-

- (i) The courses are largely confined to the methods and out-look of conventional Political Science, giving a remote observer's view with little real insight into actual administration.
- (ii) The text-books followed deal with the subject from the point of view of the administrative systems and problems in the Western countries. Enough illustrative material from India not being available in the form of text-books, the students are left with insufficient insight into the system and problems as they are found in India.
- (iii) The teaching staff is not sufficiently acquainted with the actual working of the Indian administration nor does it generally possess any specialist qualifications in the field of Public Administration. Little use is made of experienced civil servants in the regular teaching of Public Administration at the University level. Even ad hoc lectures by civil servants are few and far between.
- (iv) The study material at present available is hardly adequate in volume and scope for a proper study of the subject. The deficiency is particularly

pronounced in regard to information about the internal working of the government machinery. Nor is all published material on Indian administration available to teachers, students and research workers at one place. Equally conspicuous is the absence of any national bibliography on Indian administration. The deficiency in regard to study material is naturally reflected in the poor quality and the limited scope of instruction in the Public Administration given at Indian Universities.

- (v) The lecture method is almost invariably followed in the teaching of Public Administration. Discussion groups or field visits are rare.
- (vi) The total effect of all these features is to leave the student with a superficial knowledge of the constitutional machinery, and a descriptive knowledge of the institutions and organs of public administration without any comprehension of the reality of the processes involved.
- (vii) In the field of research at the University level, Public Administration still remains mostly an uncharted field. Research on the subject for obtaining a Doctorate in Political Science has been very meagre and it has been limited mostly to the constitutional and documentary material.

There has been too much pre-occupation with the history of the Civil Service.

(IV) Suggestions

1. General

Efforts to improve the standard and utility of the teaching and research in Public Administration in Universities in India will have to be pursued in several different directions. The main requirements are:-

- (1) Proper design of the depth and content of courses, for the Diploma, Degree, and Post-Graduate stages.
- (2) Improvement in the quality and competence of the teaching staff.
- (3) Improvement in the methods of study, teaching and research.
- (4) Increasing the volume and scope of study material available.

These heads of classification are not mutually exclusive; each has a bearing on the others. An attempt is made in the succeeding paragraphs to set out some specific suggestions to serve as a basis for discussion in the Seminar.

2. Design and Content of the Courses

2.1. The first question which arises is : to what extent is it necessary or even desirable to achieve a measure of uniformity in those respects?

In favour of uniformity is the argument, that in all other fields of study, whether it be the "humanities" or the "natural sciences" or professional disciplines like Medicine and Engineering, it is in the public interest to ensure that the possession of an academic qualification, should betoken the possession of the same breadth and depth of knowledge, irrespective of the particular University at which the qualification may have been obtained. There is admittedly, some difference in the public esteem accorded to the degrees in different subjects from different Universities; but that is due to known or supposed difference in the standards of teaching and in the ability or eminence of individual members of faculties. Lack of a broad measure of uniformity in the design and content of courses in the different fields, would seriously handicap the processes of recruitment to Public Services, to University faculties and to other walks of life where knowledge of Public Administration is relevant.

2.2. On the other hand, there is a school of thought that in a subject like Public Administration, which is neither a homogeneous easily demarcated field like History or Philosophy, nor an exact science like Mathematics or Physics, nor again a self-contained discipline which is both necessary and sufficient to qualify for the practice of a particular profession, but partakes a little of all those, there may be some advantage in deliberately avoiding uniformity and allowing each University to design its own courses and qualifications according to its own aims and objectives. Thus some Universities may treat Public Administration

as an independent discipline requiring the attention of a separate and self-contained Department, others may look upon it as basically a special field within the general field of Political Science, though necessarily borrowing from other fields such as Economics and Sociology; while still others may wish to treat it as an inter-disciplinary study.

2.3. Irrespective of which of the two views is finally accepted, it is of the utmost importance that all Universities should make it clear that it is neither desired by them nor indeed possible, as a result of the courses provided, to turn out "trained" administrators. There must be no suggestion or pretence that because a student has taken a Diploma or Bachelor's or Master's Degree in Public Administration, he can consider himself fully fitted to take on the responsibilities of a professional administrator. The real training has to come in the school of experience. The most that can be looked for as a result of academic instruction in the subject is the development of an understanding of the principles forms and processes which would shorten and make easier the acquisition of competence by practice.

2.4. A Master's Degree in a subject is apt to be regarded as a hall-mark of real knowledge and competence. There is much to be said therefore in favour of the proposal that the Universities should not give a Master's Degree in Public Administration except to professional administrators who have already had a few years' of successful practice. To youngsters

not already employed, a degree of this kind may be too pretentious. Whether or not there should be a Bachelor's degree in "Public Administration" is also a debatable question.

2.5. For purposes of analysis, the various courses in Public Administration may be classified into two broad, categories: (1) courses on 'General Management of Government', and (2) courses of a programmatic character. The courses of the first category would cover general conceptions, descriptive studies, and tool subjects. The special courses of the second category may be grouped into the following:

A. Natural Resources Administration

Agriculture, Forest, Mining, Irrigation, Power, etc.

B. Human Resources Administration

Labour, Welfare, Social Work, Education, Health, Housing, etc.

C. Commercial and Industrial Development and Economic Administration

Regulatory Activities, Works, State Enterprises, Government and Business Taxation, etc.

D. Area Administration.

Local Administration, Planning, Police Administration, State Government, National Administration, International Administration, Inter-State and Federal Relations.

2.6. The course list may be sub-divided in another way - into 'core' subjects and supplementary studies. The 'core' courses would be those which are needed to impart



a basic knowledge of theory and practice, and would include courses in 'General Management of Government' and courses of programmatic type. Supplementary studies, to be elected by the student, would cover additional courses of either type and/or selected courses in the social sciences.

A suggested, classified scheme of courses in Public Administration and allied fields is set out in Appendix II.

2.7. The courses for Diploma, Degree and post-graduate studies will have to be of varying depth and breadth. Subject to the considerations of uniformity which have been referred to earlier, the exact number and type of courses will have to be decided upon by each University, taking into account the particular needs of its students and the aspects of Public Administration it wants to emphasise.

2.8. Students who undertake professional or post-graduate study in Public Administration should have had a good grounding in one or two social sciences. The post-graduate study would obviously cover a minimum of courses in 'General Management of Government' and at least two courses of programmatic type. The latter would be meant to afford the student some idea of the application of theory to practice. The scheme of instruction should, on the whole, be so designed as to impart to the students "a deep knowledge of the theory of administration, a wide acquaintance with facts, specific and comparative, an insight into the practical and ideological significance of administration practices, and a critical and

constructive judgment".

2.9. If resources permit, the University may provide for a greater number of courses of programmatic type. These would obviously be meant for civil servants desiring short-term specialised instruction in selected fields and should therefore be given in the evening or in the form of refresher courses of 1 to 3 weeks' duration. In the organisation of such courses, the Universities should seek and be entitled to receive the fullest cooperation from the Central and State Governments and local authorities.

### 3. Teaching Staff

Improvement in the quality and competence of the teaching staff can only be brought about by an all-round effort to which teaching staff must themselves contribute. To some extent, improvement can be effected externally by special courses to be organised in India for the teachers of Public Administration and by deputation for training and observation in foreign countries with the assistance of the University or Government scholarships and grants from International Agencies like the United Nations, UNESCO, etc. However, it cannot too strongly be emphasised that improvement in the quality of the teachers must depend very largely on their own efforts. For instance, although it is true that study material in readily usable form is not available at present; there seems to be nothing to prevent members of the faculties of universities from striving continuously, to collect illustrative and illuminating material from within their own surroundings and

contacts with the machinery and processes of administration lying near at hand. There is a general tendency at present to concentrate too much attention on public administration in terms of the headquarters organisation of the Central Government and a corresponding tendency to overlook that Public Administration is all-prevading and is carried on at all levels such as State, regional, district, village governments, municipalities, district boards and dozens of other regulating authorities and bodies. Material to illustrate the general theories and 'principles' of administration, maxims of sound and unsound organisation, problems of decision-making, of policy and execution, of personnel management, and good and bad workways - material bearing on these is available at anybody's door-step. And indeed material collected near at hand is likely to be much more useful for effective instruction than material collected from text-books and annual reports of distant organs of Government at Headquarters.

There is need for a greater conscious and organised effort by the teaching staff to keep in close touch with and as far as possible to participate in the government and administrative processes, in their immediate neighbourhood. This can be combined with improvement in the teaching "methods" by prescribing field-studies for students along the same lines. Good and illustrative material, if carefully collected, sifted and published as a result of this self-improving process, would go a long way to repair the deficiency of study material which is now the subject of universal complaint.

Another important source of strengthening and improving the teaching staff would be provided by making greater use of experienced civil servants, in service or recently retired, to assist in the conduct of instruction courses by regular or ad hoc lectures on aspects of public administration of which they have had special firsthand experience. Teaching based on personal experience can be very much more rewarding than teaching by lectures based on someone else's text-books. The Universities will do well to make a special effort to establish close and cooperative relations with government authorities at all levels and with individual public servants. A very good example in this respect has been set by the Institute of Public Administration of the Patna University.

Governments on their part should be prepared to make it possible for experienced civil servants to take leave for suitable periods so that they may devote themselves for a while to the tasks of interpreting and explaining for the benefit of others, the forms and processes of Public Administration with which they are personally concerned. A spell of such introspective study of his own work cannot but add to an officer's competence in the discharge of that work. If a sufficiently determined effort is made by the Universities, there is no reason why satisfactory arrangements even for exchange of civil servants and members of University faculties for suitable short spells could not be arrived at.

#### 4. Methods of Instruction

The principal suggestion to be stressed is that the method of lectures has to be supplemented to the largest possible extent by the method of seminars and discussions, based on personal observations made by students in the course of their field-studies. The problem of how far ready-made case-studies may be usefully utilised in the teaching of Public Administration need not be gone into here. But it may be pointed out that "case-studies" made by students and instructors themselves may give a far better comprehension of the 'principles' and practice of Public Administration than case-studies prepared by third parties however expert they may be.

#### 5. Improvement in the Quality and Scope of Study Material

Study material on the subject of Public Administration proper would consist of the following:

1. Descriptive accounts of constitutional and administrative institutions, organs and agencies -- their historical evolution, present functions and inter-relations.
2. Periodical reports and other documents of such institutions giving a detailed account of their activities and achievements.
3. Descriptions, case-studies, etc. illustrating the realities of the administrative processes

involved in the framing of policy and its execution and critical surveys of the organisation and management of government institutions and organs.

Detailed material concerning item No. 1 is mostly not available. The Institute has set up a 'Committee of Direction' to organise and direct the preparation of suitable study material, both factual and analytical, for intensive as well as for more general reading. The Committee has tentatively selected 27 topics for the purpose. These are listed in Appendix III. A beginning in the matter has been made by undertaking the preparation of a Manual which would give up-to-date description of the organisation functions and programmes of the various Departments of the Government of India and their subordinate and affiliated agencies. Some draft chapters of the proposed Manual, in unedited form, will be placed before the Seminar for purposes of eliciting views and suggestions.

As regards periodical reports - item No. 2 - these are published documents but are not ordinarily available to the educational institutions and the public in general. The problem is mostly of proper liaison between the Universities and Government authorities and if approached in the right way, it is to be hoped that the reports would be within the easy reach of the students.

Studies on administrative processes can be undertaken at all levels of government - national, state and local.

Their utility would be greatly enhanced, if they are undertaken by the students and the University staff and relate to the administration in the neighbourhood. Case-studies relating to the higher levels of Government could be prepared by members of faculties in cooperation with senior officials who would be in a position, while giving their assistance, to ensure that disclosure of confidential or "sensitive" material is avoided.

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APPENDIX I

COURSES IN PUBLIC ADMINISTRATION GIVEN AT INDIAN  
UNIVERSITIES

(A) For Degree of Master of Arts in Public Administration

(i) Nagpur University

Part I - M.A. (Previous)

Paper	I:	Political Organisation
"	II:	Principles of Public Administration
"	III:	Financial Administration in India
"	IV:	Administrative Systems of India and England

Part II - M.A. (Final)

Paper I: Personnel Administration

Papers II  
III & IV :

EITHER

II Local Government

III Municipal Engineering, Public  
Works Administration and Town  
Planning.

IV Public Health and its Administra-  
tion with special reference to  
India

OR

II Economic and Social Administration  
with special reference to India

III Rural Development and Welfare with  
special reference to Madhya Pradesh

IV The Administration of Law and Order

(ii) Lucknow University

(a) For M.A. Degree in  
Public Administration (The courses have not yet commenced)

Part I

1. Principles of Public Administration
2. Regional and Local Administration with special reference to India.
3. Public Utility Regulation and the Operation of Business Enterprises.
4. Introduction to Public Law.
5. Public Budgeting and Fiscal Administration with special reference to India.

Part II

1. Public Personnel Administration.
2. Indian Public Administration.
3. Administrative Problems of Government Planning with special reference to India.
4. Principles of Administrative Law.
5. Either (a) Statistics and Accounting, or (b) Thesis

(b) List of Optional Papers in Public Administration for LL.M. Degree.

1. History and Principles of Public Administration with special reference to India.
2. Law and Practice of Local Government.
3. Administrative Process.
4. Principles and problems of Federal Finance with special reference to India.
5. Administrative Law in U.S.A. and England.
6. Administrative Law in India.

(B) Diploma Courses

PATNA ( Public Administration )

1. Public Administration.
2. Local Government .
3. The Indian Constitution.
4. Social Administration.
5. Public Finance and Statistics.

( Diploma is open to all graduates and covers one-year course of instruction )

LUCKNOW ( Public Administration ) For one-year course.

- I Principles of Public Administration
- II Principles of Local Government
- III Indian Public Administration.
- IV Administrative Law
- V Statistics
- VI Theory and Practice of Modern Government.

Additional Papers for Two-Year's Course.

- I Principles of Politics
- II Outlines of Modern History.
- III Principles of Economics

MADRAS ( Politics and Public Administration )

1. Economics
2. Political Science
3. Public Administration - Principles and Practice
4. Constitutional and Administrative History of Modern India.
5. Public Finance.
6. Constitutional Law.
7. Public Accounts and Audit.

SYDENHAM COLLEGE OF COMMERCE AND ECONOMICS, BOMBAY  
( Business and Public Administration )

Compulsory Subjects

1. Hindi
2. English
3. Public Administration
4. Economics
5. Social and Economics Theory.

6. Book-keeping and commercial Arithmetic
7. Economics and Commercial Geography.
8. Shorthand and Typewriting.

Optional Subjects (one to be taken)

1. Business Administration.
2. Industrial Administration and Industrial Law.
3. Statistics.

DELHI ( Economic Administration )

1. Pt.I: Case Studies in Economic Administration  
Pt.II: Practical training in Administration.
2. Pt.I: Elementary Economic Theory or  
Elementary Political Theory.  
Pt.II: Current Economic Problems of India.
3. Pt. I: Elementary Statistical Method.  
Pt.II: Indian Official Statistics and Economic Intelligence.
4. Pt.I: Principles and Problems of Public Admn.  
Pt.II: Principles of Administrative Economics
5. Public Administration in India.
6. Economic Legislation in India.

## APPENDIX II

### A SUGGESTED CLASSIFIED SCHEME OF COURSES IN PUBLIC ADMINISTRATION

#### Courses on General Management of Government

- 1# Public Administration- General Conceptions and Trends.
- 2# Organisation and Management.
- 3# Administrative System of India.
- 4# Public Economics (including Public Finance and Budgeting)
- 5# Public Personnel Administration
- 6# Comparative Public Administration.
7. The use of Psychological Measurement and Evaluation in Public Services.
8. Government Planning.
9. Government and Public Policy.
10. Public Participation in Administration.
11. Ethics in Public Services.
- 12.+ Statistics and Accounting.
- 13.@ Report Writing and Public Relations.
- 14.@ Office Organisation and Institutional Management.

#### Programmatic Courses

##### 1. Natural Resources Administration.

Agriculture, Forest, Mining, Irrigation, Power, etc.

##### 2. Human Resources Administration

Labour, Welfare, Social Work, Education, Health, Housing, etc.

##### 3. Commercial and Industrial Development and Economic Administration

Regulatory Activities, Works, State Enterprises, Government and Business, Taxation, etc.

- 
- \* Core Courses
  - @ Tool subject
  - + Essential, if not already studied.

- 4\* Local Administration, Administration of Metropolitan Areas, Rural Planning, Police Administration, State Govts., National Administration, International Administration, Inter-State and Federal Relations, Administrative Problems of non-metropolitan territories.

( ) Social Sciences

(a) Group 1

1. Administrative History of India.
2. Economic History of India.
3. Economics and Commercial Geography.
4. History of Administrative Ideas and Institutions.

(b) Group 2

1. Sociology
2. Group Studies
3. Welfare and Social Work
4. Penology
5. Social Psychology
6. Industrial Psychology
7. Anthropology.

(c) Group 3

1. Political Science ( Theory and Practice of Modern Governments )
2. International Relations.
3. Constitutional Law.
4. Administrative Law.

(d) Group 4

1. General Economics.
2. Public Finance and Budgeting
3. Economic Planning and Controls.
4. Money and Banking
5. Business Management and Business Law.
6. Industrial Management and Industrial Law.

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\* Core Courses.

- ( ) As many as possible of these courses should be pre-requisite taken in pursuit of baccalaureate degree. Otherwise, one or two courses could be elective - chosen to fill background gaps or to serve the late-emerging interest of students.

APPENDIX III

List of topics selected by the 'Committee  
of Direction' for the preparation of  
descriptive Study Material

1. Municipal Undertakings
2. Administration of Municipal Corporations and other bodies
3. District and Rural Administration
4. Descriptive studies of the structure and functioning of Union and State Departments and Offices
5. The Organisation of Services
6. Personnel Management
7. Organisation, Recruitment and Training of Public Services
8. Planning Organisation, Local, State and Centre
9. Village and District Planning vis-a-vis National Planning
10. Working of ad hoc statutory bodies, e.g. Tariff Commission
11. Schemes of Social Insurance
12. Public Corporations
13. Public Utilities
14. Public Debt
15. Budgetary Process in the States and at the Centre
16. Federal and State Grants
17. Government Purchasing and Supply
18. Employment Exchanges
19. Study in Administrative History of India
20. Administrative Law
21. Ethics in Public Administration
22. Reading on the Evolution of the Administrative System
23. Classified Readings from official and non-official, Indian and foreign sources, e.g. Resolutions, Reports, Notes, etc.
24. Short Monographs on the Organisation of Selected Institutions of administrative importance - Indian, foreign and international
25. Ministry and Departmental Manuals
26. Maps and Charts on important items of Administrative organisation.
27. A consolidated National Bibliography on Public Administration.

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## DISCUSSIONS AT THE SEMINAR

1. Points for Discussion
2. Summary of Discussions



## DISCUSSIONS AT THE SEMINAR

### (i) List of Points for Discussion

#### 1. Objectives of Teaching of Public Administration

- a) As a subject of cultural study and as preparation for citizenship.
- b) As preparation for a professional career in Public Administration.
- c) As a training for teachers of, and research workers in, Public Administration.

The relative importance of the above three aims.

Should there be the same course or different courses for the above?

Should all universities follow a uniform pattern in respect of the above?

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#### 2. Courses in Public Administration and their Content

- a) At what stage of university instruction should courses (paper, subject, degree) in Public Administration be introduced - undergraduate and/or post-graduate?

The place of Certificate and Diploma Courses in addition to, or as a substitute for, a degree course.

Qualifications for admission to such a course - Secondary School Certificate, graduation, a post-graduate degree.

- b) Contents of the syllabi for each course.
-

3. Teaching Staff, Methods and Materials

- a) Teaching staff for Public Administration.  
Academic qualifications, practical experience.
- b) Methods of teaching - lectures, seminars, case studies, field work.
- c) Teaching material -
  - (i) Material available (e.g. books, monographs, reports).
  - (ii) Additional material required especially for case studies from Government at different levels.
  - (iii) Material which the Institute can assist in collecting for the purpose.

(ii) SUMMARY OF DISCUSSIONS

(I) OPENING SESSION ( 11 May, 1956 - 10 a.m. )

Welcome Address by Shri Gurmukh Nihal Singh

Welcoming the delegates to the Seminar, Shri Gurmukh Nihal Singh, Chief Minister, Delhi State and a Vice-President of the Institute, stated that the main consideration which had prompted the Director to hold the Seminar in the hot month of May was that the teaching staff of the universities was comparatively free at that time because of the summer vacation. The study and teaching of Public Administration at Indian universities required a review and reorientation in the light of the acceptance of the goal of the socialist pattern of society, the system of planned economy and the tremendous increase and expansion in the state activity in many new fields. The study could help to devise ways and means of improving the existing position. Even the study of Political Science was in its infancy and Public Administration was regarded more or less as a part of Political Science. Only one out of the 31 Indian universities provided for a separate and independent course of instruction in Public Administration for the M.A. degree. Only at one place, i.e. Patna, an attempt had been made to associate administrators with the work of teaching in Public Administration. The teaching was primarily

based upon text books which were written bearing in mind conditions in the U.S.A. and there were very few teachers in the country who were fully equipped with the knowledge, training and experience necessary for teaching the subject. Study material available on the Indian situation was very <sup>a</sup>inadequate. The deficiency was particularly pronounced with regard to information about the internal working of the governmental machinery.

Shri Singh further referred to the plans drawn up by the Indian Institute of Public Administration for the preparation of descriptive study material and for specialised training abroad of teachers of Public Administration, and emphasised that, while knowledge of foreign administrative systems was important, it was all the more necessary to make the study in the context of Indian conditions and background. Solutions appropriate to the Indian situation had to be found to adjust the system and methods of administration in the country to the new needs with which the Government was faced. For instance, the method of recruitment through the agency of public service commissions, though found very useful in the past, was not appropriate for recruiting the greater number of personnel needed for various development projects and public enterprises. It was necessary to devise a more suitable means of recruitment. The study of public administration had meaning and purpose not only for universities and civil services but also for politicians for whom it was no less necessary to equip themselves with the knowledge of principles and practice of public administration. The study accordingly deserved all support and assistance.

Introductory Remarks by Shri S.B. Bapat

Shri S.B. Bapat extended the hearty greetings of the Institute to the participants in the Seminar. The Seminar was, he observed, the first occasion in the history of the country to bring together the representatives of Indian universities directly concerned with a comparatively new branch of learning, namely, Public Administration and to promote exchange of ideas on the aims and objects, the methods and the means for carrying out its study and teaching. The Seminar had unfortunately but unavoidably to be held in the hot month of May. It was actually scheduled to be held earlier in the year, but the Director had to go away to Singapore on a special mission. The choice left, therefore, was between holding it in May or postponing it for several months. On the whole, it was found advantageous to convene it in May, 1956, to take advantage also of the visit of Mr. Paul H. Appleby to India during that part of the year. Mr. Appleby exemplified in himself the ideal figure in the study and practice of public administration. He was not only a former Dean of the Maxwell School of Citizenship and Public Affairs, Syracuse University, which was pre-eminently the best teaching institution in the field, but he had also been a public administrator holding many important and responsible posts in the Government of his country. After his last visit to India he had been holding the post of the Director of the Budget of New York State, a position very similar to that of the Finance Minister in India, and in that capacity he had been

controlling a budget which very much exceeded the total budget of India, being in the neighbourhood of Rs.1,500 crores a year.

Shri Bapat further explained that only a few working papers had been prepared for the Seminar by its organisers. Generally, at such Seminars a large number of people came, read voluminous papers one after the other and there was not really very much discussion and exchange of ideas. The business to be conducted at the Seminar had, therefore, been deliberately limited not only to few working papers, but a list of points for discussion had also been drawn up and circulated with a view to ensuring that any important point was not left over. A steering committee consisting of Prof. V.K.N. Menon, Prof. S.V.Kogekar and Shri S.B.Bapat had been constituted for the purpose. The points for discussion were divided into 3 main parts, and discussion on each of the parts would be steered by a member of the Committee. It was not the intention to impose any particular method of discussion upon the delegates but to confine discussion to major problems raised, avoiding unnecessary repetition of views and opinions. As much informality as possible would be maintained in discussions. It would be impossible and undesirable to reach complete unanimity on all points. That would not only make it a dull Seminar but would also make it an extremely ineffective one, and it would be an improper use of the opportunity of coming together. However, efforts would be directed towards reaching some form of general agreement on the major issues. The expression and exchange of views



should ordinarily help to arrive at, what might be called, a consensus of opinion on basic issues.

(II) FIRST BUSINESS SESSION (11 May, 1956, 11-30 a.m.  
1-30 p.m.)

Point 1: Objectives of the teaching of Public  
Administration

- (a) (i) As a subject of cultural study and  
as preparation for citizenship.
- (ii) As preparation for a professional  
career in Public Administration.
- (iii) As a training for teachers of, and  
research workers in, Public Admin-  
istration.
- (b) The relative importance of the above  
three aims.

Prof. V.K.N. Menon (Chairman)

Inviting expression of views and ideas from the delegates on the first point for discussion --- Objectives of the teaching of Public Administration --- Prof. V.K.N. Menon stated that the classification of the objectives into three categories was neither fully comprehensive nor exclusive but only intended to help in the determination of the aims and purposes of the study and teaching of Public Administration.

Dr. M.P. Sharma felt that the responsibility for the study of Public Administration as a cultural study and as preparation for citizenship should be left primarily to the higher secondary educational institutions. The study of public administration had not received the recognition it deserved. A knowledge of administrative institutions, procedures and functions was essential for

everybody. Another allied objective of the teaching of Public Administration might be to inform and guide public leadership.

Prof. M.V. Mathur suggested that the study of Public Administration should be compulsory at the secondary educational level and optional at the university stage. The University Grants Commission had recommended that social studies should be made compulsory especially at the high school level and the study of Public Administration should obviously comprise a part of social studies. It should invariably be a compulsory study for science students at the Intermediate level, otherwise there would be little opportunity for them to study Civics. The study of Public Administration at the higher secondary level should not, however, be conceived as an exclusive form of training for citizenship. Proper training in the right atmosphere in any subject constituted a good training for citizenship and the study of administration was only one form of such training.

Prof. Sri Ram Sharma observed that the three objectives formulated as the basis for discussion were true not only for the study of Public Administration but also for other studies. There should accordingly be no hesitation in accepting the objectives. It might, however, be borne in mind that in some universities the last year of the higher secondary education formed the first year of University studies. Prof. V.K.N. Menon, intervening, pointed out that there was a manifest trend towards a 3-year university course for the B.A. degree. A complete change-over to that system would, however, not make any difference in regard

to the three main objectives of the study and teaching of Public Administration. They should, therefore, be accepted in toto.

Shri S.B.Bapat stated that the objective of preparation for citizenship should also be viewed in the context of the increasing participation of the people in the administration of a democratic welfare state. In regard to the preparation for a professional career in Public Administration the universities could not give the same training as they provided in fields like engineering, medicine, etc. The art of administration could be learnt only by actually doing the job. Possession of a Bachelor's or Master's degree in public administration could not turn the students into real administrators.

Dr. K.B.Y. Thotappa suggested that one more objective, namely, training of non-officials for political leadership, could be usefully added to the list. Training of political leaders was as important in democratic welfare state as was preparation for citizenship and training of teachers and research workers.

Dr. S.C. Dash thought that Public Administration should be taught as a sort of mental discipline. The three objectives outlined in the working paper indicated the three different stages in the teaching of the subject. Training in public administration as preparation for citizenship must be a part of the university curriculum and should not be relegated to the level of the secondary school. The higher secondary school courses were already sufficiently heavy, nor were adequately trained school teachers available to give necessary instruction in the subject. Further, universities

were hardly appropriate bodies to train professional administrators. The award of a diploma or degree in public administration would very likely develop in the graduates a sense of superiority over others and would thus, in a way, stand in the way of their becoming good administrators. Consequently, professional training should not constitute one of the principal objectives of study at universities.

Prof. S.V. Kogekar considered that, in deciding upon the objectives of the study of Public Administration, it was essential to bear in mind the limitations of universities in matters of personnel and finance. The university was really a place to study how society functioned actually, rather than an institution for acquiring professional training. The science of administration involved many varied processes and stages and it was therefore beyond the capacity and resources of most of Indian universities to give any professional training in public administration. The training which universities could impart in the subject and necessarily to be of a general character. Moreover, in preparing students for professional administration, the wider perspective of administration in the general set-up of society was likely to be lost sight of. The emphasis in the study should, therefore, predominantly be on the first objective.

Dr. (Shrimati) Sita Parmanand pointed out that in western countries, like the U.S.A., municipal authorities had devised suitable courses for training in citizenship and allied

matters. She wanted to know whether similar training could be arranged for in India.

Mr. Paul H. Appleby, replying to the point raised by Dr. Parmanand, observed that municipal corporations and agencies in the United States usually had their own series of lectures in citizenship. He felt that it would not be right to put the responsibility for training in citizenship entirely on universities which should confine their activities to problems of general interest. Universities could help by arranging for extra-mural lectures. It was not right to say that when a student left a university after graduating in a course in Public Administration, he could not in the same way be considered qualified to take up his work as a lawyer or a doctor or a businessman could be. As a new lawyer had to undergo a period of training under a senior member, the public administrator should also be required to take up about 2 years' practical work before he was given an independent charge. While Public Administration need not be a compulsory course for every college student, it would obviously be useful for scientific and technical students to take an extra-curricular course in Public Administration. Such supplementary training in Public Administration was essential if science graduates were expected to work as principals of medical colleges or administrators of big engineering projects.

Dr. C.J. Chacko observed that the existing diploma courses in the subject at various universities were, strictly speaking, not a normal part of their functions. The three objectives of the

study of public administration, placed before the Seminar, indicated the three main phases of the study which the universities might adopt, depending upon their individual circumstances and resources. It would be hardly reasonable to insist that every university should provide facilities for the realisation of all the three objectives. Public Administration as a separate science from Civics was a stage above citizenship. Universities were ill-equipped to prepare students for particular professional duties. The objectives of study of public administration at the university level had necessarily to be restricted to a general training in the subject and it would be extremely difficult to put up a study programme of Public Administration of a multi-purpose nature.

Prof. K.N.V. Sastri said that the three objectives suggested for the study of Public Administration at the university level were equally applicable to any other university study. Public Administration had not so far been recognised as a distinct discipline apart from others and it was only in the higher stages of study that it could be treated as a separate subject. The discussions at the Seminar might therefore centre around the nature and contents of different courses to be given rather than the relative importance of the three objectives.

Shri Shantilal Kothari stated that Public Administration should be taught only at a level where students could follow it, namely, at the graduate stage and not at the secondary school level. Even in advanced foreign countries universities

were not giving such training to students as would enable them to become public administrators at once. The only preparation which a student might undertake at the university level usefully was either a refresher course or a preliminary training; for actual training he had to go to a Government department or business organisation. While the role of universities in professional training could only be very modest, they could undertake a useful study of Public Administration rather than leave it outside their curriculum. The difficulties which had been pointed out by various speakers mostly related to questions of finance and personnel. But if a university could find it possible to give instruction in the subject there could possibly be no difference of opinion about the value of undertaking the responsibility.

Prof. R. Bhaskaran said that the discussions at the Seminar were a sort of lobbying for a proper recognition of Public Administration as an academic course in the country in order that in due time necessary consciousness and insight might be developed in the various sectors of the community for purposes of improving the quality of administration. The University of Madras was already conducting a diploma course and also research in Public Administration. In view of the increasing importance of public administration in the country's everyday life, facilities for the study of the subject should invariably be provided at all universities. Graduates in Public Administration should be awarded a degree of B.Sc. rather than B.A. and the study courses should be organised on a flexible basis.

Shri P.V. Rajagopal emphasised the importance of the study of Public Administration as distinct from the study of Civics. The latter study did not exhaust the scope of Public Administration. For evoking effective, popular participation in the ever-didening activities of India's welfare state, it was essential that technical processes by which legislative objectives were translated into administrative realities should be known to every citizen. The study of public administration had therefore necessarily to include among its principal objectives an understanding of the working of the administrative machinery on the part of citizens.

Prof. M.V. Mathur observed that it was only recently that the study of Public Administration had come to attract attention in India. The study could be descriptive or analytical or both. An analytical study could help in the formulation and assessment of administrative policies and it had been developed prominently in the U.S.A. But the experience of other countries could not be transplanted into India without taking into account her own ideals and traditions. The objectives of the study of Public Administration in India had, therefore, to be evolved in the context of the national requirements. The topmost administrators of the country had received, during their days of study at universities, instruction in particular subjects only and had acquired training in public administration only after joining the government service. In view of the <sup>\*</sup>growing public sector, universities could now give more than training in a particular subject. That would, however, require an increased

\* acceptance of the socialist pattern of society as the ultimate goal and the



liaison with the administrative authorities - Central, State and Local, and the experience of other professions like medicine and engineering could be usefully drawn upon in that direction. But, in view of the complexity of administrative tasks, the study of Public Administration could be profitably undertaken only as a part of the general studies of Political Science, Civics and Business Administration. It was difficult to say whether it would be advantageous to have a regular course for a Master's or Bachelor's degree in Public Administration. But certain subjects like the 'principles of organisation and management' and 'State and the formulation of economic and social polity' could be usefully included in the curriculum for the Master's degree. Training for teachers and research workers in Public Administration must be linked up with the courses provided at the post-graduate level and could be successfully undertaken only with the active co-operation of the Government.

Prof. Shri Ram Sharma felt that objectives 1 and 3, namely, preparation for citizenship and training of teachers and research workers, really constituted one objective. The acceptance of the three objectives by the Seminar would in no way imply that every university was to start courses in all the three directions immediately. The listing of the objectives was only for the guidance of universities. While universities had at the moment limited resources they might at some further day find themselves better equipped to start orientation and refresher courses designed to give the administrators an academic insight into the principles

of Public Administration --- a sort of general preparation for professional career in the field.

Shri P.V. Rajagopal pointed out that Public Administration was quite distinct from any other social study which sought to provide knowledge to mankind from the past to the present stage in a selected field of social activity. Public Administration, on the other hand included something from every other social science and its teaching at universities could be of a very general nature only.

The Chairman stated that though the opinions expressed during the discussions showed differences of views in respect of the nature and type of courses, the extent of the background preparation for a professional career and the preparation preliminary to undertaking the study, there was a general agreement about the overall objectives.

Point: 1 (c): Should there be the same course or different courses for the above?

Shri S.B. Bapat explained that the statement of objectives was not designed to lay a rigid framework, nor were the three objectives mutually exclusive. Discussions at the Seminar had indicated that training which universities might impart could be of a very general character only. Accordingly, the statement of the second objective required a slight rephrasing to read "as a preliminary or background preparation for professional or public career in administration." The discussions had also revealed that a single course could not meet all the three objectives. What

was required was a graded system of courses, different courses at different stages of teaching.

Point: 1 (d): Should all universities follow a uniform pattern in respect of the above ?

The Chairman pointed out that the nature and content of courses in Public Administration given at American universities varied considerably. He requested Mr. Paul H. Appleby to let the Seminar have the benefit of his views in the matter.

Mr. Paul H. Appleby observed that India could very well profit from the experience of the United States which had spent 30 years in developing the teaching of public administration. The study of Public Administration in the U.S.A. had progressed a good deal and was becoming increasingly popular in spite of several limitations. It was intended to give students a broad picture of public policy as also of the techniques and tools that facilitated efficient administration. It helped students wishing to prepare themselves for entrance into government service or into business, and government officials preparing for higher posts, to know about the working of the governmental administrative system and about the technical and scientific services of the Government. The teaching of Public Administration at Indian Universities would prove very useful both to the college authorities and the Government. The immediate objectives of the study at Indian Universities should be formulated in the light of a broader perspective rather than a particular need. Each university must follow a pattern for which it found itself most competent and suitable within a general scheme.

The Chairman thanked Mr. Appleby for his illuminating and informative observations which, he thought, would undoubtedly prove useful to universities in the organisation and development of courses in Public Administration. Further, he invited the delegates to express their views in the matter.

Ch. M. Sultan said that while there might be a general overall scheme, details of the courses of instructions should be left to the discretion of universities to suit their needs, convenience and resources. It would be too much to expect universities to follow a rigid pattern in regard to courses of instruction.

Shri K.H. Cheluvaraju felt that diversity in the contents of courses of public administration would lead to confusion and there must be some general scheme of instruction leaving at the same time some discretion to universities.

Dr. P.N. Masalden said that it would be desirable to prescribe some kind of minimum standard in terms of basic courses or 'core' papers. But each university should be free to give a different bias or emphasis to the course(s). For instance, one university might like to lay more stress on personnel administration and another on local government.

Dr. C.J. Ghacko associated himself wholeheartedly with the viewpoint expressed by Mr. Appleby. He felt that while each student must be given instruction in the general concepts of public administration, the details of the rest of the curriculum should be left to every university to decide for itself.

Prof. Mathur pointed out that the different courses at American universities, had developed around the people who headed the relevant faculties, the particular philosophy about what could be the possible courses in public administration and the specific problems and needs of the region. Similarly, the courses in India would have to develop according to the resources and capacities of different universities.

Mrs. Usha Dar considered that the question of uniformity of courses had essentially to be viewed in relation to the various stages of education in view, i.e. under-graduate, graduate and post-graduate. A certain amount of uniformity in all the universities was essential; but in the case of post-graduate or research training, individual initiative and the degree of government co-operation and other factors would have obviously to be taken into account.

Prof. Sri Ram Sharma thought that in considering the question of uniformity it was necessary to distinguish between the study of Public Administration for an Honours or Master's degree and the study at the under-graduate or graduate level. While the contents of the course might differ in depth, the paper in Public Administration at the under-graduate level should include the description of the Indian administration which should also be analytical. The details of the course for M.A. or Honours course in Public Administration should be left to the discretion of universities. Post-graduate study and research could not be carried

very far with a rigid uniform pattern,

Shri S.B. Bapat drew the attention of the Seminar to the unedited "Preliminary Draft of the Specimen Chapters of the book on the Machinery of the Government of India" which had been supplied to each delegate with a view to eliciting his comments and suggestions. He felt that the individual views of each delegate would prove extremely useful in putting the publication in a form which would meet the needs of universities in regard to the descriptive study of the Central Government.

Concluding the discussions on Point 1, the Chairman observed that the opinions expressed at the Seminar indicated a broad area, of agreement in regard to the aims and objectives of the study of Public Administration at Indian universities. While some differences in views had also come to notice, these only emphasised the need for broad-basing the objectives so as to suit the varied requirements of universities and regions.

(III) SECOND BUSINESS SESSION (11 May, 1956, 3 p.m.)

Point 2: Courses in Public Administration and their contents.

- (a) i) At what stage of university instruction should courses (paper, subject, degree) in Public Administration be introduced undergraduate and or post-graduate?
- ii) The place of certificate and diploma courses in addition to, or as a substitute for, a Degree Course.
- iii) Qualifications for admission

to such a course - Secondary School Certificate, graduation, a post-graduate degree.

Prof. S.V.Kogekar (Chairman) observed that Point 2 had been dealt with in two papers placed before the Seminar. Paper No.2, which had been prepared by Prof. D.G.Karve, laid stress on the desirability of the study of public administration in India at various stages of education; primary middle and higher school, intermediate, degree and post-graduate. Paper No.3 indicated the scope and depth of the existing syllabi and contained certain suggestions about the possible courses which might be included in the public administration curriculum for university studies.

Dr. (Shrimati) Sita Paramanand, emphasising the autonomous character of universities, pointed out that the recommendations of the Seminar could be only in the nature of suggestions. What was needed was a decision about the co-relation between the different stages of study, namely, under-graduate, graduate, post-graduate and research. The division of work in regard to instruction and research in Public Administration between universities and the Indian Institute of Public Administration had also to be defined and an overall, clear picture of the total programme of work formulated. Four or five universities should be selected and financially assisted for developing specialised studies in public administration in the post-graduate stage.

Dr. M.P. Sharma thought that the study of Public Administration should commence at the primary school stage as a part of social studies in general. At that stage, lessons on village post-office, the village police station and the Patwari could be included in Social Studies; the middle school level might cover lessons on

village panchayats, municipalities and local and district boards; and a short book entirely devoted to public administration might be prescribed for study at the high school level. The study of Public Administration at the Intermediate and B.A. stages should be optional and not compulsory.

Prof. Sri Ram Sharma agreed with Dr. Sharma in regard to imparting of instruction in Public Administration at all levels of school education - primary, middle and high.

Shri P.V. Rajagopal pointed out that as no representative from the high schools was present in the Seminar the discussions might be restricted to the study of Public Administration at the university level.

Mrs. Usha Dar observed that the contents of the courses had to be related to the objectives of the study. If preparation for citizenship was the objective, the study should obviously begin at the higher secondary stage. Diploma courses in Public Administration should be open to graduates who wanted to take up a professional career and the M.A. degree in Public Administration to those who wanted to work as teachers or researchers.

Shri K.S. Narang stated that the study of public administration alone was not enough to make good administrators; it must be supplemented by the study of Social Psychology. In the Punjab University, Public Administration had been recently introduced as a separate subject for the B.A. degree course and covered two papers: Public Administration and Sociology.



Shri A.R. Tyagi felt that until the M.A. stage, Public Administration should be taught not as a separate subject but as a part of Civics or Political Science. The syllabus for Civics may be divided into two papers -- one on Sociology and the other on Public Administration with special reference to India.

Prof. Sri Ram Sharma said that the diploma courses in Public Administration given by the universities should be correlated with university teaching in general. They should be run either as part of university extension service for people who could not ordinarily take advantage of university facilities or who did not offer the subject at the B.A. stage. The study of Public Administration should be introduced at the pre-degree stage in the form of one paper. At the Poona University a degree in Political Science could be obtained by taking four papers in Political Science and four papers in other subjects like History and Economics. The curriculum for the M.A. degree in Public Administration might be similarly designed, i.e., four papers on various aspects of Public Administration and four papers in allied subjects like Economics, History and Psychology. Alternatively, all the papers might be in Public Administration.

Prof. V.K.N. Menon thought in view of the vastness and complexity of the various administrative processes to be covered by the study, it would be unwise to teach the subject of Public Administration as a separate course at the B.A. level. Considering that all the universities would soon have a three-

-year degree course succeeding the higher secondary school, the curriculum for the subject of Political Science at the B.A. level might profitably cover three papers: one on Political Theory and its history, a second on Constitutions and the third on Indian Administration. The syllabus at the M.A. level should be flexible so as to allow students to choose specific courses in Public Administration to suit their individual requirements along with general grounding in Political science and Public Administration, perhaps also in allied social sciences. There should be provision also for a dissertation in place of one or two papers. A flexible curriculum for the M.A. degree was likely to be more useful to students than concentration on a limited field.

Prof. R. Bhaskaran considered that Public Administration could usefully constitute a separate major subject for B.A., though not a compulsory one. The subject should be offered in four papers in combination with ancillary subjects like Social Anthropology, Social Psychology, Economics or History. As regards the curriculum for the M.A. degree in Political Science, History or Economics, there should be no difficulty in providing for one or two elective papers in Public Administration. If exigencies, at some stage, created conditions like those in the United States where a Ph.D. degree was a qualification even for school teaching, Public Administration might well be studied by students as a regular course. It would, therefore, be advantageous to consider whether Public Administration was a big enough subject for the B.A. degree.

The Chairman stated that the general consensus of

opinion in regard to the study of Public Administration at the B.A. level was as follows:

1. It should not be a compulsory subject.
2. It should be included as one or two papers under social sciences like Political Science, Economics, and History. It might be a compulsory paper as part of the study of Political Science.
3. Whether Public Administration should be introduced as an independent subject at the B.A. level, like Economics, History, etc., should be left to the universities to decide.

Prof. R. Bhaskaran re-emphasised that if Public Administration was to be a major subject at the B.A. level it might cover four papers with two papers in Psychology. History or Economics.

Shri S.B. Bapat felt that the general opinion in the Seminar seemed to be that Public Administration as a self-contained subject should not be introduced until the M.A. stage. It should, however, form a compulsory paper as part of the study of History, Political Science or Economics. The award of a B.A. or Master's degree in Public Administration might develop in the graduates too high an opinion of themselves and prompt them to claim preference for entrance in the public services.

Dr. S.C. Dash thought that limitations of teaching material and personnel made it well-nigh impossible to have Public Administration as a major subject at the B.A. stage. It might well be combined with the B.A. course in Political Science or Economics. At the Utkal University two compulsory papers on Public Administration had been included in the proposed curriculum for the B.A. course.

course and two optional papers for the proposed M.A. course in Political Science. The organisation of courses for the diploma in Public Administration at Lucknow and Patna Universities indicated that a stage had not yet been reached where many courses could be offered in Public Administration proper. The study of Public Administration had, therefore, necessarily to be undertaken as a part of Economics or Political Science. That also enabled universities to coordinate their existing resources to teach the new subject.

Dr. Dash further favoured the preparation of an overall integrated plan for the study of Public Administration at various stages. At the higher secondary school level, Public Administration should be included in the study of Civics to give the future citizens a better knowledge and understanding of the practical aspects of civic affairs. At the B.A. level it might be an independent subject like Economics or Political Science or part of the study of Political Science. It might form 2 or 3 papers covering general concepts, comparative institutions and administrative processes. Such a study would help students to develop an insight into the general working of the administrative machinery in the broader context of the political and administrative problems of the country and to take practical interest in public administration or politics or become public servants after they left the university. The study at the post-graduate level should cover specialisation in four or five selected aspects of public administration and might include papers on Indian administration,

comparative administrative systems, public finance, social administration, etc. It should also be possible for students to undergo practical training in one of the recognised branches of Public Administration for which a particular university might have special facilities. Fields of training could be usefully divided among the various universities; for example, Lucknow University might be entrusted with problems of local government, Allahabad with those of the state government, and Delhi with the study of the central departments. Post-graduates should also be required to prepare a thesis, based on field work. In addition, universities should arrange for extension lectures and diploma or certificate courses to provide opportunities for such public men and civil servants as could not undertake a regular university course. The duration of a diploma course might be one year and of a certificate course shorter. Special facilities for the study of public administration should be open not only to administrators but also to others who wanted to have an understanding of the working of the administrative system.

Prof. M.V. Mathur said that Public Administration should constitute a compulsory paper under Political Science at the graduate level. For a Master's Degree in public administration, the candidate should be required to take four papers in Public Administration proper and four other papers from sister subjects like Economics, Political Science, Business Administration and History. The four papers in Public Administration

might cover general concepts, theory of organisation, a descriptive study of Indian administration and comparative administrative institutions. The diploma courses of two years' duration should be open to graduates only. Such courses could only succeed if they included a sufficient number of civil servants and if the contents of the courses were developed in co-operation with the Government Departments. Government servants should be given special facilities to attend the diploma courses in Public Administration. They might even be permitted to appear as private candidates.

Shri L.H. Cheluvvaraju stated that Public Administration could be profitably taught as an independent subject at the B.A. level. An independent course in Public Administration had recently been instituted at the B.A. level in the Mysore University. The subject also formed a compulsory paper for the B.A. degree in Political Science. The course for M.A. degree in the subject might cover eight papers all of which need not be on Public Administration. Research degrees in Public Administration should also be instituted.

Dr. K.B.Y. Thotappa observed that Public Administration should be taught as a separate subject at the M.A. level. At the B.A. stage the students should have the option to take it either as an independent subject or as a part of Political Science.

The Indian Institute of Public Administration, in view of the facilities that it commands, could play a vital role by concentrating on the specialised teaching of Public Administration at the post-graduate level. It could establish more regional

organisations in order to allow as many students as possible to avail themselves of its facilities.

Prof. R. Bhaskaran thought that the study of Public Administration as an independent subject, whether at the B.A. level or M.A. level, should include a compulsory paper on Political Science, considering that at one stage or another students of Public Administration had to concern themselves with matters of public policy.

Dr. C.J. Chacko said that at Delhi University a paper on Public Administration was included in the B.A. course in Political Science, and two papers on Indian Administration and Local Self-Government respectively in the curriculum for the M.A. degree in Political Science. In deciding upon the introduction of Public Administration at various stages of university education, it was essential to take into account the limitations in regard to teaching material, personnel and the capacity of the students to understand the subject. Research in Public Administration could not be carried out without the active cooperation of the Central and State Governments. All that could be done at present was to introduce the subject at the B.A. Honours and M.A. levels as a paper in Political Science, History or Economics.

The Chairman pointed out that the views expressed in the Seminar in regard to the teaching of Public Administration as a separate subject at the M.A. stage differed considerably. At the one end, Dr. Sharma, felt that Public Administration should

be taught as a distinct subject, not related to Political Science or Economics or Sociology, and at the other, Dr. Chacko insisted that it could not be taught as a separate subject for lack of trained personnel and study material. In between the two was the flexible approach put forward by Prof. Bhaskaran and Prof. Sharma, i.e., Public Administration should occupy an important place in Political Science at M.A. stage, or it might be studied as a separate subject in combination with Political Science, Economics, etc.

Shri S.B. Bapat reminded the delegates that without certain practical training in public administration the award of an M.A. degree was not likely to lead to any fruitful results.

Prof. V.K.N. Menon felt that practical training and experience should be an essential requirement for the M.A. degree in Public Administration, as without it the students would not develop an insight into the working of the administrative system.

The Chairman clarified that a university degree was a token of an academic distinction and not a professional degree. It had therefore to be viewed in terms of academic requirements.

Shri P.V. Rajagopal observed that, at Osmania University, Public Administration constituted one of the subject for the B.A., like Political Science and Economics. A diploma course in the subject would be started shortly and a report on the basis of field work would be an essential requirement for the award of the diploma.

Prof. R. Bhaskaran felt that for the M.A. degree



in Public Administration it should be open to students to take practical training in lieu of one or two papers. That would enable them to make a first-hand study of the working of Government departments. As the universities were lacking in trained personnel, it should be left to them to decide whether practical training should be compulsory or optional. The initial difficulties felt by the universities in regard to the commencement of new courses in Public Administration could be overcome by having visiting professors for one or two terms; they could set the courses in motion.

Mrs. Usha Dar pointed out that students for the diploma in Economic Administration at the Delhi School of Economics were attached in small batches to public utility concerns and Government Departments for a short period for purposes of practical training. Seminars and group discussions were held on the basis of the field work undertaken. Training for the teachers themselves was very important if they were to guide the students properly in the matter.

Prof. M.V. Mathur referred to the case method of practical training which had been evolved by Harvard University to impart practical insight into the administrative problems. The preparation of case studies involved a great effort and expense and it was worthwhile to make a start, if possible, in that direction. Arrangements for practical training depended to a large extent on the willingness of the Government Departments

to help, and a right approach by universities to win their co-operation was very important. Training of teachers in the working of Government Department was equally essential for the promotion of the study of Public Administration at Indian Universities.

Dr. L.P. Sinha pointed out that practical training already constituted a part of the curriculum of Sociology, Anthropology, and Psychology and the study of Public Administration could not obviously be carried out differently. At least two papers at the M.A. stage should be reserved for practical work.

Shri P.V. Rajagopal observed that the two-years diploma course at Osmani University would cover four compulsory and two elective papers and it would be open to graduates only. The certificate course would be of the duration of one year and open to matriculates. It would cover three papers, i.e., Principles of Public Administration, Public Finance, and Indian Constitution. Preference would be given in admission to persons already engaged in public administration and instruction would be imparted in the evening.

Prof. R. Bhaskaran said that University of Madras was conducting a diploma course in Public Administration since 1937. The course was taken advantage of by public servants, candidates for the I.A.S. examination and even teachers of science subjects. But the diploma holders had been unable to get any special advantage in employment as a result of their diploma qualification.

The Chairman pointed out that the underlying idea of the diploma course was to provide some further training to persons who were already employed and the course had accordingly to be conducted on a part time basis. The minimum qualification for admission to a diploma course should usually be a degree, and for a certificate course a pass in Matriculation or Intermediate.

Dr. M.P. Sharma explained that the minimum qualification for admission to the diploma course at Nagpur University was the intermediate certificate. The duration of the course was one year. Practical training was an essential part of the course. Most of the students who took the course were employees of local bodies and were given preference for supervisory positions by the Government. Till they got supervisory positions, they were generally given two advance increments.

Shri S.B.Bapat suggested that the possession of a degree need not be insisted upon for admission to a diploma course. It should suffice if the candidate had enough knowledge, obtained either at the university or at the school stage, to enable him to derive benefit from the course.

Prof. V.K.N.Menon stated that the success of a certificate or diploma course depended upon two basic factors. One was that instruction should be given also by government officials having practical experience in the field. The Maxwell School of Citizenship and Public Affairs, Syracuse University, had developed a special teaching method under which a student concentrated on

one subject only for two to three weeks. It enabled instruction to be imparted by visiting public administrators who had specialised experience in the field. The second condition vital to the success of the diploma course was that, besides basic papers on Public Administration, there should be a large number of optional subjects from which the students could elect.

Shri S.B. Bapat observed that the Government of India was an extremely large and complex organisation, employing a vast number of people. There was a manifest tendency on the part of public servants engaged in one special branch of administration to improve their knowledge of other branches for purposes of promotion and general betterment. The diploma courses had a special role to play in that context. Public servants attending the course would come from different departments and thus benefit not only from teachers' instruction but also from each other's experience.

Prof. V.K.N.Menon suggested that instead of the students studying five or six subjects together, they might concentrate on two subjects in a term. In the United States, the study of the various special aspects of the subject could be spread over a number of terms and instructions were imparted in the evening and that enabled employed persons to have the benefit of advanced study and training in their professional field. The course for diploma in Public Administration should be organised into the flexible system which would enable the students to complete the study over a period of 2 or 3 years.

Point : 2 (b): Contents of the syllabi for each Course

The Chairman, inviting views of the delegates on the contents of syllabi of different courses, pointed out that the study of Indian Administration should not be separated from the study of principles or general concepts of administration. Both should be studied together, as in the case of Economics. The principles were derived from practical experience and there was an integral connection between administrative concepts and institutions.

Dr. C.J. Chacko pointed out that a separate papers on Indian administration was really meant for purposes of concentration. Otherwise, obviously, Indian administration could not be studied in isolation from general concepts.

Shri S.B. Bapat stated that a paper on Indian administration would obviously be a descriptive paper beginning from the Indian Constitution down to the village level. But it was difficult to follow a paper on " Principles of Indian Administration ".

Shri K.H. Cheluvvaraju said that the Mysore there were three papers in Public Administration at the B.A. level: one on principles, the second on government finance and the third on local, state and central government.

Prof. R. Bhaskaran observed that the actual contents of the syllabi for various papers could be worked out only in

the light of the decision about the teaching of Public Administration as a separate subject at the B.A. and M.A. levels. If Public Administration was to be taught as an independent discipline, it would essentially have to be split up into a number of branches, such as general concepts, personnel administration, organisation and management, fiscal administration, etc. On the other hand, if it was to be taught in combination with other courses, one or two papers would be all that would be required. At the moment the paper on the principles of Public Administration boiled down for all practical purposes to a study of some of the older textbooks on American administration, and the paper on Indian administration to a study of the constitutional and administrative history of India with special emphasis on some selected administrative agencies like airlines, public corporations, municipalities, etc.

Dr. K.N.V. Sastri observed that the Seminar might well consider what should be the general content of the courses in Public Administration at various stages rather than confine its attention to a review and criticism of the existing syllabi. For working out a detailed syllabi for courses at various stages, it was necessary to take stock of foreign and Indian material on public administration available for study and to decide how much of each should be included in various courses.

( IV ) THIRD BUSINESS SESSION (12 May, 1956, 10 a.m.)

Ch. C.M. Sultan observed that, in U.P., Civics was

taught both at the high school and the intermediate levels. At the high school, it covered inter alia the powers and duties of Municipal Boards, District Magistrate and the District Police. At the intermediate stage it dealt with administration of the country and the constitution of India. If Public Administration was accepted as a separate subject for the B.A. degree, it should be taught in three papers, i.e., principles, central administration and state and local governments. There should also be an M.A. course in Public Administration with five papers in Public Administration proper, one in Economics and one in Political Science -- a total of seven papers. The M.A. student should also be required to do field work and, if possible, submit a dissertation or thesis. Universities should, further, run diploma courses open only to those who were either in government service or had studied Public Administration up to the intermediate stage. The diploma course should be of the duration of one year and not of two years. There should be difference in the level of both teaching and examination for the diploma and degree courses. Most of the courses listed in Appendix II Working Paper 3 did not relate to Indian conditions, and had been taken from the syllabi of the American Universities. The Indian universities should choose courses in the context of Indian conditions. Certain basic subjects should, however, be taught by all. One such subject was 'Principles of Public Administration' and the other 'Public Finance and Statistics'. The M.A. course in Political Science at the Aligarh University included a paper on Public Administration.

Dr. P.N. Masaldan opposed the idea of combining the teaching of 'Principles of Public Administration' with a descriptive study of Indian Administration. For teaching 'Principles', one had to draw upon the American and the British text books which were full of illustrations of the experience of those countries. The teaching of Indian Administration, on the other hand, was at the moment confined to a purely descriptive study of the machinery of government in the country and it was impracticable to combine such a vast study with the teaching of principles.

Dr. Bisheswar Prasad said that the list of courses given in Appendix II of Paper 3 was good enough to serve as a working basis. It was for universities to decide which and how many of these courses should be prescribed as compulsory papers. Universities would have to choose according to their resources and needs of the locality; and it would serve no useful purpose to lay down a uniform pattern of papers for all. The study of Public Administration at the B.A. and M.A. levels and post-graduate research in the subject were not practicable without adequate teaching material which, in turn, depended upon undertaking of research.

The Chairman clarified that the list of subjects placed before the Seminar was not meant for the prescription of courses but was only exploratory in nature.

Prof. Sri Ram Sharma favoured the combination of the study of 'Principles of Public Administration' and 'Indian



Administration' into one paper. The principles of Public Administration were in the nature of general concepts and there were no books available which separated them from administrative practices. A realistic teaching of Public Administration in India had necessarily to begin with a descriptive study of Indian administration, drawing upon comparative foreign practices wherever possible. Conclusions and concepts pertaining to the Indian situation could be formulated only as a result of such a study. The study had to start from the bottom rather than from the top i.e., Public Administration should be introduced first at the B.A. stage and later at M.A. level. Even at the B.A. stage it should be combined with the study of Political Science or Economics, as the general ability of B.A. students was not advanced enough for purposes of a specialised study of the subject. The curriculum of the study of public administration should not overlap with studies, as that might lead to unnecessary friction.

Dr. S.C. Dash felt that the fact that there were no recognised 'Principles' of Public Administration need not stand in the way of the introduction of the subject. Though there was not<sup>h</sup>ing like Comparative Government, but that subject was still being taught at many universities. Similarly, a paper on the Principles or the Theory of Public Administration could be instituted without much difficulty. If the desirability of having a course in Public Administration was conceded, it

was for the university Boards of Studies to choose the content of the courses from the comprehensive list placed before the Seminar. As regards the point of overlapping in teaching of subjects like administrative law, economic and social administration, etc., raised by Prof. Sharma, these courses could be given by the appropriate university departments as a part of the Public Administration curriculum.

Dr. M.P. Sharma stated that the general and conventional nature of the courses was largely due to lack of financial support. With suitable financial provision available, more depth, content, and specialization could be put into the courses. The Institute might consider the feasibility of drawing the attention of the University Grants Commission to the matter. The requirements of unity and diversity in courses in Public Administration at Indian universities were not irreconcilable. Unity should be sought in the provision of certain 'core' subjects in all the courses, examples being papers on political organisation, theory or principles of public administration, the Indian administrative system and financial administration. These should be compulsory. Diversity might be provided for in the optionals, more or less of a specialized nature. Diploma courses in Public Administration might widely vary in their field of specialisation, e.g., diploma in local self-government administration, personnel administration, statistics, labour welfare, social administration etc.

Prof. K.N.V.Sastri felt that it was not for the Seminar to pre-judge the choice of the universities in regard to courses of studies. The discussions might therefore usefully concentrate on evolving an approach to unity in the matter. The proceedings of the Seminar should be sent to universities to enable them to take further action and the Director of the Indian Institute of Public Administration might visit universities whenever they required his help to draft or redraft the syllabi for public administration courses.

Dr. C.J. Chacko thought that the list of subjects placed before the Seminar contained far too many topics some of which really came under disciplines other than Public Administration. Attention should be concentrated preferably on the basic or core subjects. The choice from among the core subjects for purposes of prescribing the syllabus would depend upon the stage of study, (higher secondary level, B.A., M.A., or post-graduate), and the capacity of the students at various universities to absorb the teaching.

Shri Shantilal Kothari agreed with Dr. Chacko and Prof. Sharma that the study of Public Administration at the university stage should in the beginning be limited to a few selected subjects rather than cover a wide field. Tests should be conducted for the admission of students, and class seminars should constitute a compulsory form of instruction. While it might be profitable to draw upon the experience of other

countries, India had also to evolve its own principles or concepts.

Dr. K.B.Y. Thotappa observed that Political Theory should be kept as one of the core courses under the head 'General Management of Government'. Further, the core course in Political Theory should be made compulsory at all stages. Political Theory and its role in the research methodology should be a pre-requisite condition before a student undertook research. In view of the intricate relations between three levels of Government in India, inter-state and federal relations coming under programmatic courses could also be kept as core subjects. In regard to social sciences in Group 2, Sociology should be rephrased as Indian Sociology. The study of Indian Sociology would help the students to understand the various processes of administration in India in terms of realities.

The Chairman, summing up the discussions on point 2(b), thought that though it had not been possible to arrive at agreed conclusions in regard to the contents of the syllabi at various stages, the views and ideas expressed at the Seminar would decidedly go a long way in helping universities to choose proper courses. Subjects given in the list (Paper No.3, Appendix II) could be regrouped into appropriate courses. Prof. Kogekar further requested the delegates present to send, by post at an early date, any additional information and comments which they had in regard to the syllabi of the courses. Though the principles and the practice

of Public Administration were two distinct things, their combined study in the form of one paper was essential for the understanding of the administrative structure of any country. Accordingly, principles and Indian practice should both be studied side by side.

Point 3: TEACHING STAFF, METHODS AND MATERIALS

- (a) Teaching staff for Public Administration, academic qualifications, practical experience.
- (b) Methods of teaching -- lectures, seminars case studies, field work.
- (c) Teaching material --
  - (i) Material available (e.g., books, monographs, reports)
  - (ii) Additional material required especially for case studies from government at different levels.
  - (iii) Material which the Institute can assist in collecting for the purpose.

Shri S.B.Bapat (Chairman), leading the discussion on questions of teaching staff, methods and materials, pointed out that Public Administration could neither be taught as a science nor as an art, not as a mere profession; it was a combination of all these three and resembled more medicine and engineering than History and Economics. The man who was going to teach Public Administration must have, like doctors and engineers, adequate practical experience in the field. Universities should therefore have, amongst their teaching staff, retired public servants and practical public men having knowledge and experience of administration.

For teaching Public Administration, experience as a Chairman of a Municipal Board or Committee would as much serve the purpose as experience as Secretary to a Government Department. An academic teacher of the subject could only draw upon books and published material; a practitioner, on the other hand, could enrich discussions with his own experience and impart to students an insight into administrative problems. There was a wrong notion that material on the various processes of Indian administration must come somehow from the headquarters of the Central Government. The problems of public administration were as real in villages and towns as in big cities and governmental headquarters. There was a post-office everywhere; there were community projects, extension blocks and district offices spread all over the country. Each State Government had set many advisory committees practically in every field on which university teachers could find a suitable place both for obtaining first-hand knowledge of the working of the government and for bringing their academic insight to bear on the solution of administrative problems. The feeling that, unless the secret and confidential files of the government were laid open, there would be no good material for study available, was based on a poor understanding of the working of Government. The administrative machinery of the country existed whether it was studied or not.

For the effective teaching of Indian administration, it was necessary to start from the bottom to study the existing Indian administrative methods and practices and then to distil

general principles, concepts and trends. All universities were now located either at or close to a state headquarters and a regular and cordial contact with the top leadership in the State Governments was necessary for inducing civil servants -- existing and retired -- to participate in the teaching at universities. There was a great variety of ways in which participation of practitioners in the teaching of Public Administration could be organised. The experience of civil servants could be made available to students in the form of lectures, seminars, group discussions and short courses. If the right approach was made to the political executives and top civil servants, there was every likelihood of obtaining the cooperation of the Government. The good offices of the Institute were open to universities for removing serious difficulties if any were experienced in matters of soliciting official cooperation. The Institute had already Regional Branches in Bombay and Patna and it would be worthwhile to establish local organisations elsewhere either as branches of the Institute or as a matter of local arrangement. Once social contacts were developed between the educationists and administrators, those would grow and expand, thus promoting a great deal of understanding of each other.

Dr. K.N.V. Sastri held that while there was no gainsaying the fact that experienced administrators, whether official or non-official, would be good teachers of public administration, the difficulty lay mainly in securing their services. Many of the existing teachers were not adequately qualified to deliver the

goods. The crux of the problem lay in locating and securing talent from all sources. The past experience in the cooperation extended by the States to universities in offering facilities for study material was hardly encouraging.

Prof. R. Bhaskaran complained that the picture painted by Shri Bapat about the likely cooperation which universities might be able to obtain from government authorities for access to material was hardly justified by recent experience. There was much more reluctance today to provide non-confidential material of less than 50 years' recency than before. Unless there was a separate Department of Public Administration at each University, the teachers of Public Administration would be relegated to junior positions with no prospects of promotion at all and would hardly be picked up by State or Central Government to serve on advisory Committee.

The Chairman ( Shri S.B.Bapat ), intervening, stated that the apprehensions of Prof. Bhaskaran were not true as even some of the delegates present at the Seminar were competent enough to serve on advisory committees.

Prof. R. Bhaskaran, continuing, explained that there should be no difficulty in securing the services of experienced administrators for a couple of years for teaching at universities.



But there was little likelihood of university teachers being selected for serving on advisory committees unless the teaching of Public Administration was organised at universities as a full-fledged study and not as subsidiary to Economics, Sociology, Political Science or Anthropology.

The Chairman ( Shri.S.B.Bapat ) observed that he had been trying for the last two years to evolve a scheme for exchange of personnel between universities and the public services. Under the scheme, serving civil servants would be exchanged with the members of university faculties for a term after which they would return to their respective parent office.

Dr. C.J. Chacko welcomed the idea of the exchange of personnel between universities and government and of associating university staff with the work of advisory bodies. Such cooperative action between government and universities would obviously be extremely useful to both sides. As a result, the teaching of the subject at universities would become more realistic.

Dr. P.N. Masaldan felt that Shri Bapat had painted an oversimplified picture of the cooperation which universities were likely to obtain from government authorities. Even the

post-master in a village was too timid to give any useful information to village teachers. A request for information was generally treated with scant respect, mainly because at the low level of the administrative hierarchy it was a question of dignity of the officer, and at the high level, a question of limitation of time, inclination and sometimes even of capability. All public officials, even if they were supposed to possess full information, were not quite competent people to supply it.

Shri S.B. Bapat said that the hesitation or unwillingness on the part of government officials to part with non-confidential information was mainly due to the lack of a right approach. Unfortunately there still existed a situation in the country in which the administrative machinery had not completely shaken off the old traditions nor had the citizens shed distrust. Universities could act very effectively as an intermediary between the people and public servants and help to break the vicious circle.

Prof. Sri Ram Sharma wholeheartedly welcomed Shri Bapat's proposal for exchange of personnel between universities and civil services. But no university could afford to rely only on the services of visiting practitioner - teachers. It had to develop its own resources of personnel both for the smooth working of its teaching programme and heightening the quality of teaching of

practitioners. Information on the internal working of departments was not likely to be as easily accessible as Shri Bapat thought it would. For instance, it was not easy to make a study of the position of the top-most administrators vis-a-vis ministers. If a department found a teacher or a student who came to it for information to be unsympathetic or hostile it would not part with information. The government did not fully realise the difficulty experienced by the public in securing government reports. The remedy lay in the administrative authorities making the report available to the public on their own.

Shri K.H. Cheluvvaraju suggested that it would greatly benefit the university teachers if the administrators recorded their experiences in form of case studies which might later be made available to universities.

Shri K.S. Narang pointed out that it was due to the dearth of properly qualified teachers that education throughout the country had not progressed much. As regards the teaching of Public Administration, persons with M.A. degrees in social sciences and those having special aptitude or qualification should be eligible for teaching the subject. The limitation of eligibility to persons having a Master's degree in Political Science was too restrictive, as Public Administration was intimately connected also with other social sciences like Sociology, Psychology, Economics and History. The Indian Institute of Public Administration should set up a special school for turning out trained

teachers in Public Administration. Admission should be open to persons with a Master's degree in Political Science and other sciences and to experienced administrators who were otherwise qualified. The school should be started at a very early date and the services of experienced administrators should be availed of for instructing the students. But proficiency in actual administration did not always imply that the person possessing it could teach the subject.

Shri P.V. Rajagopal felt that the apprehensions expressed by some delegates in regard to eliciting government cooperation for obtaining information and material were without basis. No concerted attempt had perhaps been made on the part of university men to break down the walls of secretariat resistance not had there been uniform failure in evoking response from the government. If a proper attempt was made to approach the government authorities in the right spirit, most of the difficulties that were being experienced could be overcome. Many universities had senior officials of government represented on their syndicates or councils who would obviously not refuse to cooperate. The university administration itself afforded a wide field for study of administrative problems.

Dr. K.B.Y. Thotappa thought that the association of practitioners with teaching of Public Administration and of academic teachers with government work was circumscribed by certain limitations. All teachers were not fit to be administrators nor all administrators to be teachers. However, talented persons

both in the field of teaching and administration could be brought together in Seminars and at Select Committees, Standing Committees and other Advisory Bodies. In Mysore, extension lectures had been arranged with great success. There were many practical handicaps that came in the way of conducting substantial research in Public Administration at Indian Universities. For instance, the teachers were over-burdened with lecturing (e.g., fourteen hours of lecturing per week) and had to take classes each often consisting of more than hundred students. In addition, they were entrusted with responsibilities in regard to examination. Teaching for under-graduates and post-graduates was combined, and in many cases the same person had to do both. The competence and quality of the teaching staff could be improved by such methods as the reduction of the number of lecturing hours and the size of each class and the separation of teaching for post-graduate and under-graduate students.

Dr. R.B. Dass drew attention to the fact that the existing arrangements for recruitment and training of civil servants through the service commissions catered for only limited requirements. With the vast development of community projects, social welfare work and public enterprises, there was a wide field in which public administrators of various abilities and specialised knowledge would be needed in increasing numbers. In teaching public administration, universities should not only impart theoretical and practical knowledge but also lay emphasis on the development of personality attributes and discipline so essential for success in administration. There was thus a clear need for an agency apart from universities to provide wider education, particularly on aspects of training of staff, discipline, etc. The

proposals put forward by the Indian Institute of Public Administration for a School of Public Administration were a move in the right direction. If the scheme proposed by Shri Bapat for deputation of university personnel to government departments was put into operation there would be little difficulty in proper training of personnel for teaching the subject. The first priority should be given to the training of teachers who would later impart instruction in Public Administration at universities.

Mrs. Usha Dar said that the minimum qualifications to be laid down for teachers of Public Administration had to be considered in the context of the availability of personnel. In the initial stages it was obviously necessary to draw teachers from all sources -- Politics, Economics, History, etc., and to supplement their work by inviting visiting practitioners. In due course when the existing teachers obtained adequate experience and there were a sufficient number of qualified persons with degrees in Public Administration from amongst whom fresh batch of teachers could be drawn, the question of still obtaining help from administrators may be reviewed again.

Prof. V.K.N. Menon explained that the difficulties experienced in obtaining information and material from civil servants were largely due to a wrong approach. Civil servants were usually very busy with their own work nor was all the information asked for readily available on their tables. Persons making the request generally expected too much from administrators and that was one of the real reasons for their disappointment. If the approach was made to the top men and the purpose, the nature and magnitude

of information required was clearly explained, there was little likelihood of refusal. Further, confidential information might be refused for legitimate reasons and universities too had confidential matters which they would not easily like to give out. The Patna Institute of Public Administration had been able to develop very useful contacts with various departments of the State Government including Police, Home and Appointments. The Community Projects Administration of the Bihar State had invited the Patna Institute to conduct a survey of five areas which were being transferred from the Community Projects system to the National Extension/ <sup>Service</sup> Governments all over the country were becoming increasingly aware of the need of independent university evaluation and understanding of administrative problems. Winning of Government cooperation was largely a question of establishing proper personnel relations at the proper level.

Shri S.S. Khara thought that there was a very urgent need for courses in Public Administration to be put into operation at a very early date. With the expansion of government activities more and more people were needed for carrying out varied and complex administrative tasks. Further, government's functions could no longer be carried on behind the screen. An ever-widening study, understanding and interpretation of public administration was therefore very essential. With the acceptance of a socialist pattern of society as the ultimate goal, it was all the more necessary for a citizen to acquaint himself with various processes

of public administration, especially those which partook of a democratic nature. Economics, Public Administration and Politics were intimately connected together and instruction in Public Administration had become very important in the context of the prevailing situation in the country.

Shri Khera further felt that university teachers were generally unjustifiably diffident in regard to cooperation of civil servants for obtaining information and material. The public official was generally overworked, but even if he was not he would not like to give the impression that he had time to do everything. There were among public servants many officers who were anxious and willing to visit educational institutions and to make their own contribution to the study of Public Administration by way of lectures, interviews or supply of material. There was at the moment a woeful lack of suitable literature and case studies on Indian administration. Universities should devote special attention to build up literature based on the vital experiences through which the country was passing. The Indian Institute of Public Administration should, in the present formative stage, act as a clearing house to build up university courses and teaching material and to promote exchange of experiences and ideas rather than to secure a regimented uniformity in matters of teaching and instruction.



CONCLUDING REMARKS BY THE DIRECTOR

Shri S.B. Bapat thanked Mr. Appleby for his extremely enlightening address to the Seminar. The principal objects in convening the Seminar were to develop personal contacts with and between the staff members of the universities concerned with the teaching of Public Administration and to promote exchange of views and ideas on the aims and the contents of courses in Public Administration at various stages of teaching. The above objects had been achieved to a large extent. It was never the intention at any time to organise the Seminar to arrive at agreed conclusions or decisions. Discussions at the Seminar would, it was to be hoped, lead to a clarification of basic issues, attract the education of universities to the urgent need for organising the study of Public Administration and help them to evolve suitable courses of instruction. The Indian Institute of Public Administration proposed to run a School of Public Administration of its own which would impart a basic grounding in administrative methods and techniques to enable students to enter government services, public life or private management. It was necessary that first thing should come first and for a school like that to build up its own staff in the first instance rather than undertake, straightway, the training of teachers. The Institute was also actively pursuing the question of producing study and research material. As soon as a whole-time Director took over charge, the

Institute's activities in these directions would be intensified. That, however, did not mean that universities should not carry on their efforts for the production of study material on Indian administration and publish it. If difficulties were experienced by them in the way of securing publication of the material, the Institute might be able to give financial assistance.

One of the avowed objects of the Institute was to act as a clearing house of information. The Institute was already fulfilling it partly through the medium of its quarterly organ: THE INDIAN JOURNAL OF PUBLIC ADMINISTRATION. The Journal contained a regular news-feature giving an account of important developments and events in the field of public administration in the country. The feature was very valuable in regard to the activities of State Governments in India. The Journal also contained a digest of important reports of Indian committees and commissions as well as of American and British committees. A reference and information service had also been started to advise members about material which they might usefully study on a specific problem or aspect of public administration. The Institute was a voluntary, private body of members for promoting the study of public administration. Membership was open to individuals as well as to corporate Bodies. Only a few universities had so far joined as corporate members. In order that the Institute might be able to produce and supply study material it was necessary that most of the universities should be its members. The response from universities in the past both in regard to becoming members

of the Institute and for supply of information had not been very encouraging.

Shri Bapat further made a special appeal to the delegates to send their comments on the 'Preliminary Draft of the Specimen chapters of Machinery of the Government of India' as early as possible. The Institute was taking up with the Government of India the question of their printing reports of government departments in sufficient numbers and making them available to all universities through the Publications Division of the Ministry of Information and Broadcasting. The Institute could, however, act as a clearing house only if it had firm standing orders.

Prof. Sri Ram Sharma drew the attention of the Chairman to certain government reports which were not available (e.g., reports of the Union Public Service Commission) for sale and enquired whether it was possible for the Institute to secure them for those interested in their study.

Shri S.B.Bapat felt that, as a general rule, all people who were interested in certain non-confidential government reports should be able to get them. But that was not possible unless the government knew fairly well in advance what the demand was likely to be. The Institute would be able to secure the reports for universities who were its members provided the demand was large enough to take up the matter with Government. If universities wanted to be regularly fed with government reports

it was very much desirable for them to enrol themselves as members of the Institute as early as possible. Shri Bapat further mentioned that the Institute had received from the UNESCO a questionnaire on the higher teaching of administrative sciences. The questionnaire had been sent on behalf of the International Institute of Administrative Sciences. It would be circulated to all the delegates present at the Seminar and university departments concerned with the teaching of Public Administration. He hoped that the delegates would take special trouble to answer the questionnaire as fully as possible so that a reply could be sent to the UNESCO well in time.

Shri Rajagopal requested that the copies of the proceedings of the Seminar should be made available to each delegate as early as possible.

Shri Bapat explained that the record of the Seminar proceedings would be a priced publication which would be supplied to all members of the Institute free of charge. The exact date on which it would be available would depend upon the receipt of additional information, from the delegates, which had been specifically requested for by Prof. Kogekar. Shri Bapat further thanked all delegates present for their cooperation and assistance in the conduct of the Seminar. The discussions at the Seminar had been very fruitful for purposes of exchange of ideas and establishing of contacts and the Institute would seriously consider holding of similar seminars at intervals which would not only bring

together university professors but also place them in touch with professional administrators. The Seminar might even become an annual feature.

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